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MASTER PLAN

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THE MASTER PLAN OF
THE CITY & COUNTY OF SAN FRANCISCO

City Planning

SAN FRANCISCO MASTER PLAN

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SAN FRANCISCO MASTER PLAN

LAND USE

LAND USE SECTION OF THE MASTER PLAN

I. THE CITY-WIDE LAND USE PLAN

A. Objectives of the City-wide Land Use Plan

The City-wide Land Use Plan of San Francisco is designed as a general guide to the attainment of the following objectives:

1. Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all families and by providing adequate open spaces and appropriate community facilities.

2. Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.

3. Organization of the two principal functional parts of the city -- the working areas and the community areas -- so that each may be clearly distinguished from but complementary to the other, and so that the economic, social, and cultural development of the city may be furthered.

4. Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.

5. Coordination of the varied pattern of land use with public and semi-public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.

6. Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.

7. Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.

B. Principles of the City-wide Land Use Plan

The City-wide Land Use Plan is concerned with the city as a whole, and indicates generally how public and private land can be used best to promote the objectives of the plan.

The following principles are integral and basic elements of the City-wide Land Use Plan:

1. The natural division of the city into two distinct functional areas -- one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities -- should be recognized and encouraged.

2. The division of the two functional parts of the city into four working areas and twelve residential community areas should be recognized for planning purposes, with boundaries between such areas defined where practicable by traditionally accepted topographic or naturally formed limits or by the location of existing or proposed trafficways or open spaces.

3. A population holding capacity should be established for the city based on desirable and feasible density standards.

4. A population density pattern for the residential communities of the city should be established as a basis for determination of the location and extent of public and private facilities required to serve the community areas.

5. The pattern of desirable population densities should provide throughout the city opportunity for a wide range of building types to serve a variety of family sizes and income levels, without undue congestion in any one area.

6. The distribution of each category of population density as established in the standards of the City-wide Land Use Plan should be guided by topographic and transportation considerations, as follows:

    a. high density on easily accessible hilltops and ridges, along the edges of permanent open spaces and in closest proximity to public transit routes and major thoroughfares and to community business centers;

    b. medium density on the slopes of hills and in proximity to public transit and secondary thoroughfares and to neighborhood shopping districts;

    c. low density on the most nearly level land and on land most distant from primary transportation routes.

7. Each of the community areas of the city should be defined and limited in extent to serve as an economic, social, and physical sub-unit of the city as a whole.

8. Within each residential community area the public and semi-public facilities, such as a high school, junior high school, and playfield, should be grouped wherever possible into community centers easily accessible to all residents of the area.

9. The commercial facilities which serve all the residents of a community area should be assembled and compactly grouped into business centers convenient to but not directly on major trafficways and adjacent to the community centers.

10. Land for public and commercial facilities in each community area should be provided in proportion to the prospective population which will obtain under the standards of the citywide Land Use Plan.

11. The working stress of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, or distribution.

12. The working areas of the city should be related to the traffic-ways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.

C. Standards of the Citywide Land Use Plan

Community and Neighborhood Commercial Area Standards

1. Area for commercial facilities serving the needs of the population of the city resident in the community areas should be provided at the rate of approximately three-quarters of an acre to one acre of commercial land for each 1000 inhabitants of the city.

2. Commercial land should be provided in sufficient quantity to permit community areas to have one or more community business districts of a size adequate to support a full range of commercial services for residents within a one-mile radius.

3. Neighborhood shopping districts should provide those types of retail shopping and personal service facilities which are used most frequently and should be distributed throughout the city so as to have a service radius of 1/4 to 1/2 mile depending upon the population density and topography of the area served.

D. Description of the Citywide Land Use Plan

The Citywide Land Use Plan, recorded on Plate I, which is included as a part of this document, is a generalized plan indicating on a citywide basis the principal land uses in each part of the city, and the pattern of residential densities.

1. The Citywide Land Use Plan

The Working Areas

The most significant division in the city expressed by the Citywide Land Use Plan is that distinguishing the working areas from the community areas. Except in a few isolated instances, the entire range of commercial and industrial activities of citywide importance is confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land is allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services 3) Light Industry, and 4) General Industry.

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown apartment and hotel quarters. Surrounding this district on three sides is the primary area devoted to and designated for Business and Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. Examples of these are the automobile sales and servicing establishments along Van Ness Avenue, and the varied wholesale activities south of Market Street. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas.

The Commercial Districts

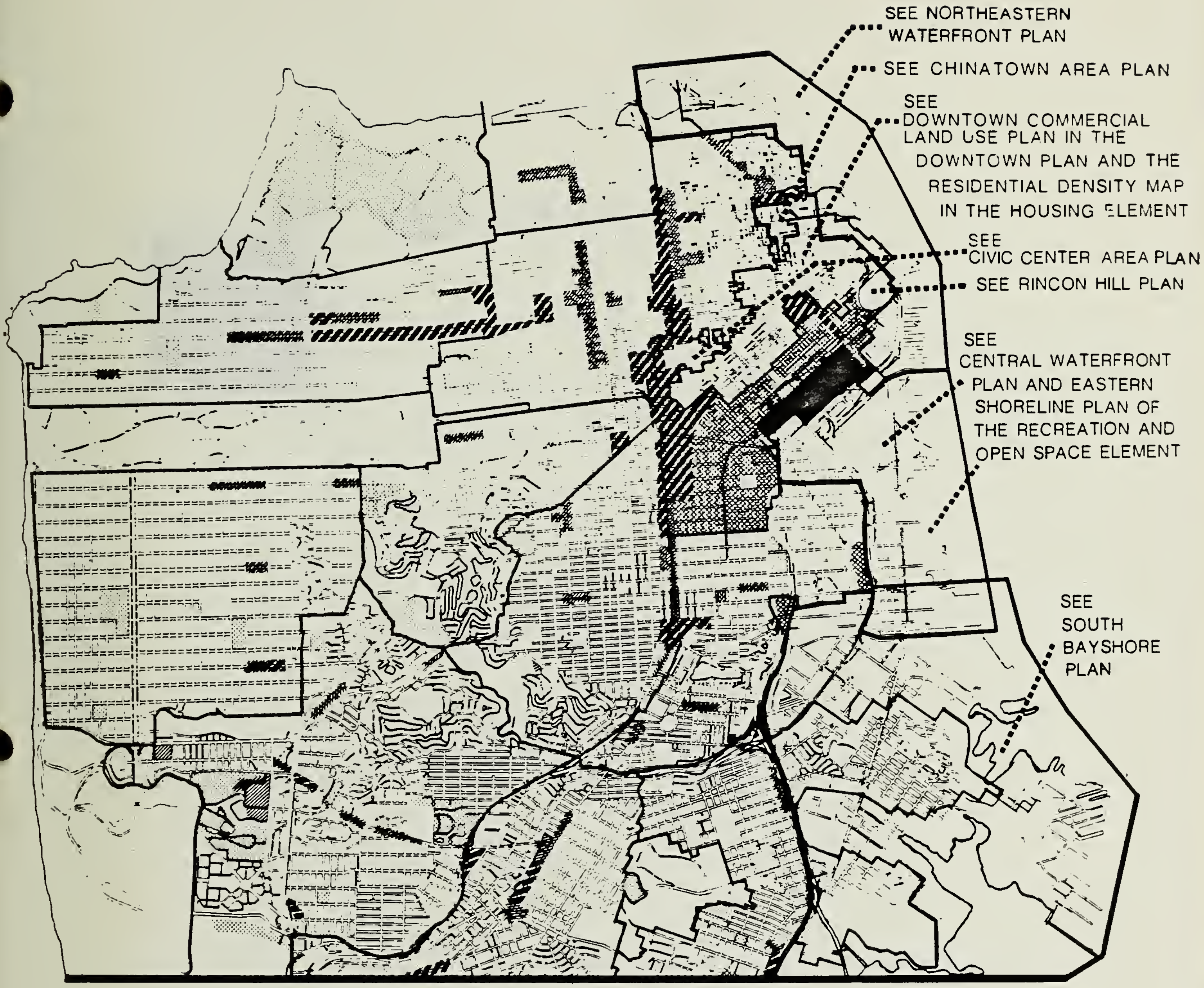
Indicated also on the Citywide Land Use Plan are the general locations of major shopping centers. Modifications to existing business areas are proposed to provide more compact and efficient centers, with off-street parking facilities.

The Citywide Institutional Areas

The areas that are shown as "Institutions" are those occupied by or reserved for large groups of buildings of a public or semi-public nature. They include junior and senior high school sites, the sites of City College of San Francisco, San Francisco State College, San Francisco College for Women and the University of San Francisco; Laguna Honda Home, Youth Guidance Center, City and County Hospital, several large parochial high schools, the University of California Medical Center and the Civic Center.

The Visual Aspects of the Citywide Land Use Plan

The citywide Land Use Plan also emphasizes certain proposals and intentions that affect the beauty and general attractiveness of the city environment. The spacing of densities, the locations of parks and other public facilities, and proposals regarding commercial areas are intended not only to satisfy the objectives and principles of the land use plan leading to a more convenient and efficient environment, but also to enhance the natural and architectural amenities that are important elements in the quality of the city. Thus, many of the aims set forth in the plan are based in part on the visual possibilities inherent in the striking topography and in the diverse yet compact character of the city.


SEE NORTHEASTERN WATERFRONT PLAN
SEE CHINATOWN AREA PLAN
SEE DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN AND THE RESIDENTIAL DENSITY MAP IN THE HOUSING ELEMENT
SEE CIVIC CENTER AREA PLAN
SEE RINCON HILL PLAN
SEE CENTRAL WATERFRONT PLAN AND EASTERN SHORELINE PLAN OF THE RECREATION AND OPEN SPACE ELEMENT
SEE SOUTH BAYSHORE PLAN

CITYWIDE LAND USE PLAN

▨	**MAJOR SHOPPING**	▒	**LIGHT INDUSTRY**
░	**INSTITUTION**	■	**GENERAL INDUSTRY**
▨	**BUSINESS AND SERVICES**	—	**COMMUNITY BOUNDARY**

Note :
For Open Space Designations , See The Recreation & Open Space Element.
For Residential Designations , See The Residence Element.

SAN FRANCISCO MASTER PLAN

RESIDENCE

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Note: By state law a local housing element is required to include certain background material and Supplementation Programs as well as objectives and policies. Only the objectives and policies are reprinted here. The other material is incorporated into a full housing element report which is published separately and available from the Department.

Part Two
OBJECTIVES AND POLICIES

SUPPLY OF NEW HOUSING

OBJECTIVE 1. TO PROVIDE NEW HOUSING FOR ALL INCOME GROUPS IN APPROPRIATE LOCATIONS.

New construction is required to help meet the need for sound housing. However, new residential development must be of a character and stability that preserves the city's neighborhoods and maintains the quality of life for existing and future residents. The issue centers on how to accommodate new residential development without jeopardizing the very assets that make living in San Francisco desirable.

To insure balance in development and change in San Francisco, the City should apply various growth management techniques to encourage residential development in areas where it can be accommodated and discourage it where it cannot. The City should use its zoning and related land use controls, environmental review processes, policies of the Comprehensive Plan and area plans, and the capital improvements program to deal with issues of how much and where residential development should occur.

Policy 1 Encourage Development of Housing on Surplus, Underused and Vacant Public Lands.

The opportunities for development of housing on public property should be aggressively pursued. The City owns a number of sites which are underused. In some cases the air rights of these sites may be made available for housing without interfering with their current public use. Housing over public parking, transit facilities or water storage facilities are examples of such joint use. When City property is no longer needed for the purpose for which it was acquired and if it is not needed for some other public purpose (such as open space and recreation land); it should be rezoned and sold or leased for housing development. The City may also be able to make some of its properties outside City and County limits available for housing. The City can also acquire surplus federal and state property to be disposed of by sale or lease, if funds are available.

In addition, there are a number of publically owned or controlled sites in redevelopment areas designated for housing. Development of those sites should be expedited.

Policy 2 Facilitate the Conversion of Underused Industrial and Commercial Areas to Residential use.

Opportunities exist for major new residential development in certain areas close to downtown. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites which are and will remain in active commercial or industrial use. Map A (p. 1.29) identifies a number of such areas where partial or total conversion to residential use would be appropriate.

Policy 3 Promote the Inclusion of Housing in Downtown Commercial Developments.

Mixed residential/office building development near the heart of downtown would provide housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

Policy 4 Encourage Infill Housing on Appropriate Sites in Established Neighborhoods.

In established neighborhoods new housing construction should be encouraged:

- On vacant sites which are not designated for open space.
- On sites where nonconforming uses have been terminated.
- Above commercial development in neighborhood shopping districts.
- On sites with buildings that cannot feasibly be rehabilitated.

Policy 5 Allow Secondary Units in Areas Where Residents Support Such Housing.

Secondary units ("in-law" or "granny" units) are dwelling units created within existing residential structures, often in basements, using space that is surplus to the primary dwelling. Secondary units represent a simple and cost-effective method of expanding the housing supply. Such units could be developed to meet the needs of seniors and others who, because of modest incomes or lifestyle, prefer or need small units at relatively low rents.

On the other hand, secondary units can have adverse effects on existing neighborhoods. For example, they can aggravate parking congestion and, unless confined to the existing building envelope, can alter the physical appearance of older buildings and affect light, air and wind. Approval of secondary units should be limited to areas where there is neighborhood support, where off-street parking can be provided (it could be tandem parking) and where the secondary unit can be installed without altering the exterior appearance of the building, or, in the case of new construction, can be accommodated within the permitted building envelope. Secondary units should also be limited in size to control the number of occupants in such units. Existing illegal secondary units should be brought into compliance with the relevant standards of City codes.

Policy 6 Discourage Development of New Housing in Areas Unsuitable for Residential Occupancy, or on Sites Containing Existing Housing Worthy of Retention.

Certain sites, because of their location or existing use, are not appropriate for new residential development. The City should discourage, and, in some instances, prohibit the development of new housing:

- On sites to be acquired for open space.
- In areas of severe geological hazard (as indicated in the Community Safety Element) unless the hazard can be compensated for through building design and construction.
- In areas of high transportation noise levels (as indicated in the Environmental Protection Element) unless the noise can be compensated for through building siting and design.
- On sites where the development would require demolition of an architecturally significant building, especially a designated landmark.
- On sites where the development would require demolition of existing sound or rehabilitable residential units, particularly units suitable for households with children or lower income level households.

OBJECTIVE 2. TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area.

Policy 1 Set Allowable Densities in Established Residential Areas at Levels Which Will Maintain Neighborhood Scale and Character.

In establishing allowable residential densities, consideration should be given to the prevailing building type in the surrounding area, so that new development is not incompatible with existing scale and character. Established architectural characteristics should be respected. Prevailing densities should be exceeded only when it is clear that, because of the specific location and design of the project, the existing scale and character of the neighborhood will not be disrupted.

Policy 2 Encourage Higher Residential Density in Areas Adjacent to Downtown and in Neighborhood Commercial Districts Where Higher Density Will Not Have Harmful Effects

Moderate to high densities presently exist in established residential areas adjacent to downtown and should be maintained. As areas adjacent to downtown are rezoned for housing pursuant to Objective 1, Policy 2, densities should be established which are consistent with this policy.

Some neighborhood commercial districts, which already contain substantial amounts of housing, may be able to handle increased residential density without generating additional traffic and parking problems if (i) they have a reduced need for auto ownership because their proximity to transit, work, shopping, and other services can attract residents who do not use automobiles, or (ii) anticipated parking demand can be accommodated on-site in new development or in community parking facilities. In these cases increased density should be encouraged.

Policy 3 In Appropriate Cases, Consider the Size of the Unit in Establishing Allowable Densities.

Traditionally in San Francisco housing density standards have been set in terms of numbers of dwelling units in proportion to the size of the building lot. For example, in an RM-1 district, one dwelling unit is permitted for each 800 square feet of lot area. This limitation generally applies regardless of the size of the unit and the number of people likely to occupy it. Thus a small studio and a large four-bedroom apartment both count as a single unit.

This method of calculating density encourages larger units and is particularly appropriate for lower density neighborhoods consisting primarily of one- or two-family dwellings. In other areas, which consist mostly of taller apartments and which are well served by transit, the density might more appropriately be controlled by number of bedrooms rather than number of units. In this way the city's housing stock could better meet the diverse needs of its residents which increasingly are characterized by smaller households. A third method of controlling density would be to allow the building envelope, as dictated by height, bulk, set back, parking and other requirements, to set the density limits. These latter two techniques represent a departure from past practice and should be employed selectively until their benefits and disadvantages can be tested.

Policy 4 Adopt Specific Zoning Districts Which Conform to a Generalized Residential Land Use Plan.

Applying policies under this Objective 2 results in density patterns shown on the accompanying Generalized Residential Land Use Plan Map. Specific zoning districts should conform generally to this map, although minor variations consistent with the general density policies may be appropriate.

The Generalized Residential Land Use Plan provides for five density categories:

Potential Residential and Population Density
By Zoning Districts

Classification	Zoning Districts	Average Units Per Acre	Average Persons Per Acre*	General Location
Low Density	RH-1	14	24-31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.

Potential Residential and Population Density (cont'd) By Zoning Districts

Classification	Zoning Districts	Average Units Per Acre	Average Persons Per Acre*	General Location
Moderately Low Density	RH-2 RH-3	36	64-94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district.
Medium Density	RM-1, R-C-1, C-1, C-2 M-1, M-2	54	118	Appropriate for nonresidential commercial and industrial districts, and certain areas adjacent to the commercial zones.
Moderately High Density	RM-2, RM-3 RC-2, RC-3	91	160-240	Appropriate for the more intensively developed northeastern part of the city, for major transit corridors such as Van Ness Avenue, Upper Market Street and Columbus Avenue, in major redevelopment areas such as the Western Addition and the Golden Gateway areas, and in Nob Hill, Chinatown, and North Beach.
High Density	RM-4, RC-4 C-3, C-M	283	475-760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

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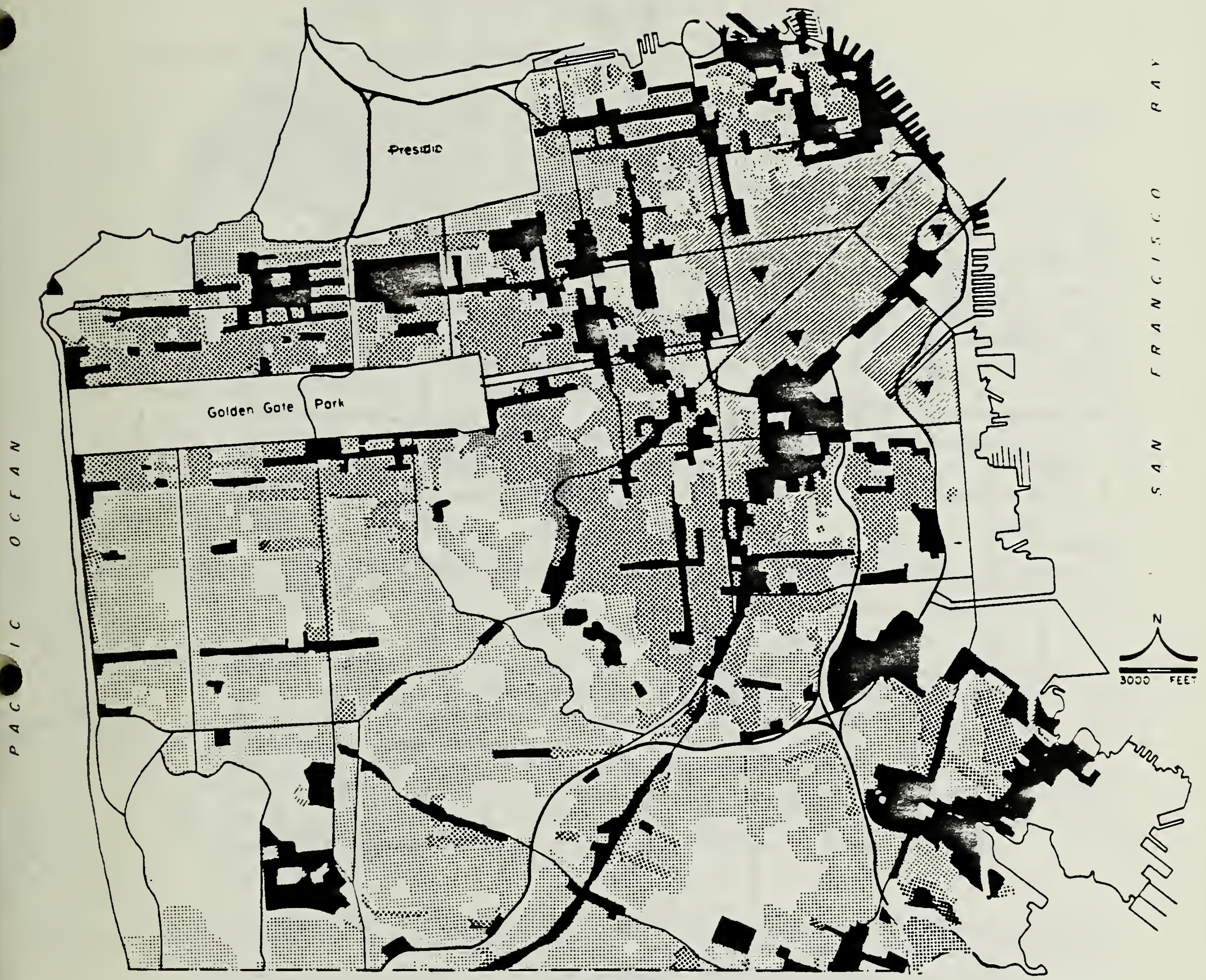
* Based on city-wide average household size of 2.19. See map on following page for average household size by Census Tract.

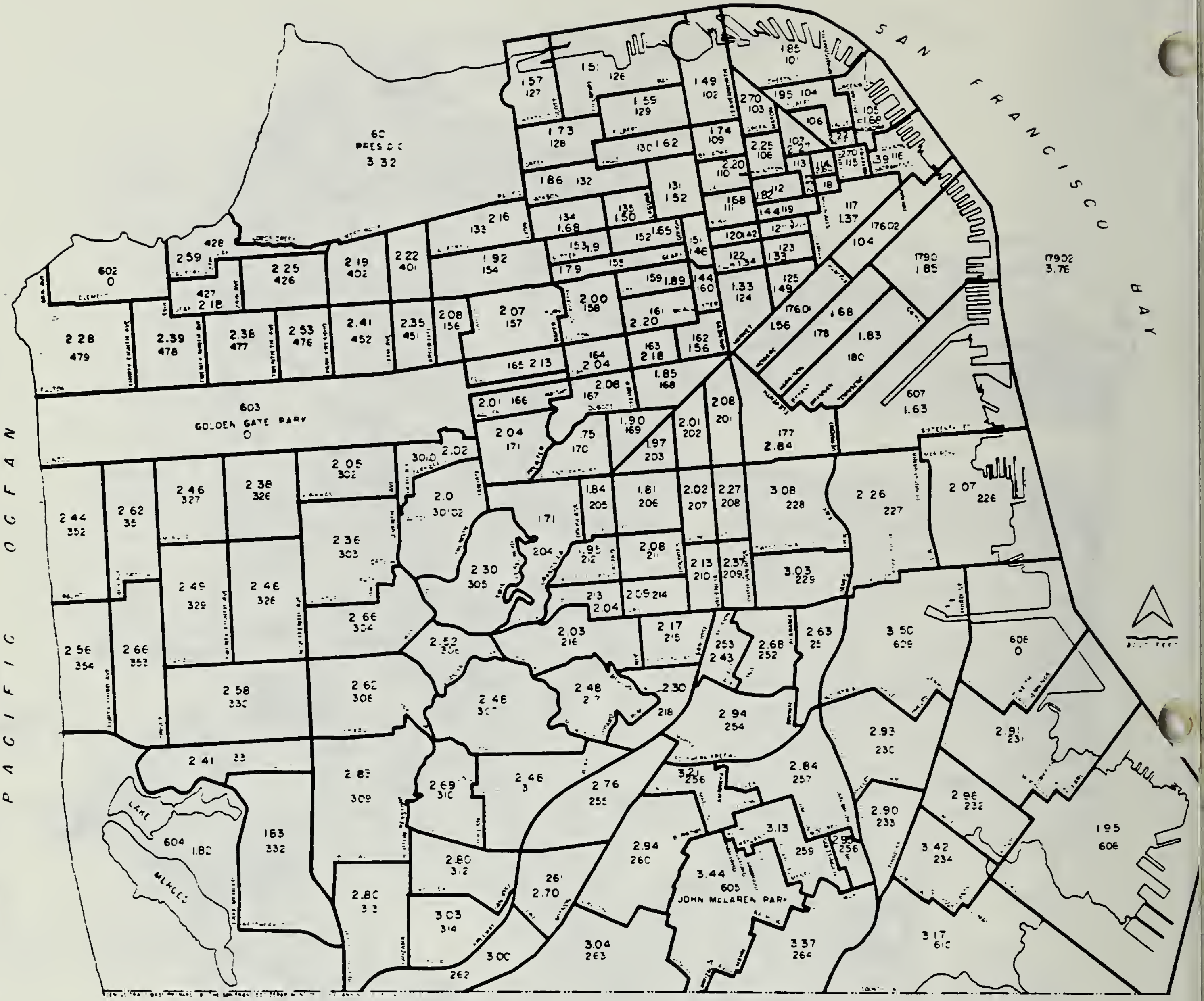

Presidio
Golden Gate Park
PACIFIC OCEAN
SAN FRANCISCO BAY
N
3000 FEET

MAP B

RESIDENTIAL DENSITY

- ░ LOW DENSITY
  AVERAGE 12 UNITS PER ACRE
- ▒ MODERATELY LOW DENSITY
  AVERAGE 36 UNITS PER ACRE
- ■ MEDIUM DENSITY
  AVERAGE 54 UNITS PER ACRE
- ☐ MODERATELY HIGH DENSITY
  AVERAGE 91 UNITS PER ACRE
- ▨ HIGH DENSITY
  AVERAGE 283 UNITS PER ACRE
- ☐ PUBLIC AND HEAVY INDUSTRIAL AREAS

▼ AREAS PROPOSED FOR REZONING - See Map A (Appropriate densities will be determined in the rezoning studies)


PACIFIC OCEAN
SAN FRANCISCO BAY
PRESIDIO
GOLDEN GATE PARK
LAKE MERCED
JOHN McLAREN PARK

MAP C

1980 CENSUS

MEAN NUMBER OF PERSONS PER UNIT

RETENTION OF EXISTING HOUSING

OBJECTIVE 3. TO RETAIN THE EXISTING SUPPLY OF HOUSING.

The existing housing stock is the city's major source of inexpensive housing. It is virtually irreplacable given the cost of new construction and smaller public budgets. Priority should be given to retention of existing units as the primary means to provide affordable housing.

Policy 1 Discourage the Demolition of Existing Housing.

Demolition of existing housing generally results in the loss of lower-cost rental housing units. Even if the existing housing is replaced, the new units are generally more costly and are generally condominiums rather than rental units. Demolition often results in displacement of residents, causing personal hardship and relocation problems. The City should take appropriate steps to discourage demolition of existing housing that is sound or capable of rehabilitation, particularly where those units provide a low cost housing resource.

Policy 2 Restrict the Conversion of Housing in Commercial and Industrial Areas.

Many parts of San Francisco were developed before there were zoning regulations which strictly separated various types of land uses. As a result there were many thousands of housing units built in areas which also contain industrial and commercial uses and which have since been zoned industrial or commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant portion of the city's housing supply and would be very difficult to replace. Yet, in many of the areas in which they are located, it would be profitable to convert them to a non-residential use.

In those commercial areas which are subject to economic pressures likely to lead to conversion of the existing housing units, a form of mixed residential/commercial zoning should be employed whereby conversions of upper floor housing units to non-residential use would be subject to conditional use review. Under such review, the desirability of retaining the housing should be weighed against the public benefits to be gained by the alternative use. As a general rule, conversion should be allowed only for needed neighborhood serving commercial activities that cannot reasonably locate elsewhere in the commercial district. Housing in industrial areas should also receive some form of protection.

Policy 3 Preserve the Existing Stock of Residential Hotels.

Residential hotels represent a unique and often irreplacable resource for many thousands of lower income households. Most of these hotels are close to downtown and are subject to strong economic pressures leading to their conversion or demolition. As San Francisco grows as a tourist center many of these hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged. Demolition or conversion of a residential unit should be permitted only if provision is made for replacing the unit to be lost with a comparable unit elsewhere. For those hotels which are operated as mixed tourist/permanent resident hotels, additional controls are needed which will assure that the availability of the hotel for permanent residential occupancy is not diminished.

HOUSING CONDITION

OBJECTIVE 4. TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

As the city's housing stock ages it becomes increasingly important to maintain it in sound physical condition. Slum clearance projects of the past were in part necessitated by failure to keep up the quality of housing. Much private reinvestment in and renovation of the city's older housing, particularly of Victorians, in recent years has replaced the need for some of the kinds of direct public intervention that were required in the past. Even so there is a continuing need for housing rehabilitation. In addition, care must continue to be taken to detect incipient decline in housing quality and to take steps to arrest it once detected. The City should monitor those areas of the city where a decline in housing quality might be expected to occur and take appropriate remedial steps where necessary.

Policy 1 Assure that Existing Housing is Maintained in Decent, Safe and Sanitary Condition.

The City should ensure that residential units continue to meet the standards of the housing code by maintaining an aggressive program of systematic inspection of apartments and hotels. Code compliance activities should be designed to minimize the financial hardship which required rehabilitation may impose on those unable to pay increased rent. Low interest and deferred payment loan programs should be targeted to benefit low and moderate income tenants. Rent regulations should provide sufficient incentive to the landlord to maintain the building in good condition.

Policy 2 Maintain and Improve the Existing Supply of Public Housing.

The San Francisco Housing Authority is the largest landlord in San Francisco and is one of the few sources of permanently affordable housing for low income households. Operating subsidies and modernization funds provided by the Federal government have not been adequate to keep this housing in sound condition. Increased Federal support, innovative local financing techniques, cost reduction measures (such as weatherization to reduce fuel costs), and creative management are all required to maintain and improve this valuable supply of affordable housing.

Policy 3 Promote and Support Voluntary Housing Rehabilitation.

The City Planning Code should maintain its strong preservation orientation and act as an incentive to rehabilitation of existing housing, as well as a guide to new development. The City should establish other means, such as provision and maintenance of public improvements, to act as incentives for housing maintenance and rehabilitation. Neighborhood conditions should be monitored and in areas where housing is being under-maintained, appropriate measures, such as counseling and provision of loan funds, should be taken quickly to arrest deterioration.

Policy 4 Preserve Residential Buildings of Significant Architectural Merit.

Architecturally significant buildings are one of the greatest assets of San Francisco's residential neighborhoods. Most of these buildings provide excellent housing opportunities and many have large units particularly suitable for families with children. Preservation of these buildings is important to the character and quality of the city's neighborhoods, and special programs should be established to promote restoration. The designation of landmarks and historic districts, with the tax benefits that become available through designation, can be an effective method of encouraging preservation.

AFFORDABILITY OF HOUSING

OBJECTIVE 5. TO PROVIDE HOUSING AFFORDABLE BY ALL INCOME GROUPS, PARTICULARLY LOW AND MODERATE INCOME HOUSEHOLDS.

The costs of home purchase in San Francisco are among the highest in the nation. At current prices many people, even those considered middle income or higher, cannot afford to purchase housing. San Francisco's high rents create hardships, particularly for those with fixed incomes. Many households must either pay larger percentages of their incomes for housing, live in units in substandard condition, and/or live in overcrowded conditions. Others may be forced to move out of the city.

San Francisco, as the region's central city, has a special responsibility to house lower income households. For the City to meet the housing needs of its diverse population, measures must be taken to make housing affordable. Significant cost reductions can be achieved through concurrent use of tax exempt financing, higher densities, unit size reduction and fast-track permit processing. Consistent with other policies regarding densities and design standards, the City should experiment with these cost reduction techniques.

Policy 1 Use the City's Financial Powers and Resources to Reduce the Cost and Increase the Supply of Low and Moderate Income Housing.

The City has borrowing powers and access to other financial resources which can be used to reduce the cost and increase the supply of below market rate housing. Tax-exempt bonds and possibly pension funds are two sources of financing for below market interest rate financing. In some situations tax increment financing can enable new development to support low and moderate income housing. These techniques should be used in appropriate cases.

In cases where the City directly assists an owner of rental housing, the City should ensure that the owner charges fair rents. The acceptance of reasonable rent guidelines should, in most instances, be an enforceable condition in exchange for the receipt of such public assistance. Rent guidelines or stabilization measures should be applied when a private residential property owner receives the following types of assistance:

a) Direct financial assistance, such as a hardship grant;

b) Special below-market rates for financing, such as a low-interest or non-interest bearing loan;

c) Special treatment or application of a City code, such as deferred code compliance.

All rent guidelines should take into account inflation, maintenance and operating costs, and a reasonable rate of return for the property owner.

Policy 2 Make Maximum Use of Available Federal and State Housing Subsidy Programs

The City has traditionally been a major user of federal and state housing subsidy programs. Cost limitations on some of the past programs have made them difficult to use in a high-cost central city setting. In the past the City has provided funds to close the gap between what the subsidy program provides and what it costs to construct or rehabilitate the housing.

The whole approach to support of low and moderate income housing production is being reexamined by the federal government. A complete restructuring of programs and an overall reduction of federal commitment is likely. The City should aggressively work to increase the federal commitment to housing and to assure that new programs "work" in San Francisco.

Policy 3 Seek Inclusion of Low and Moderate Income Units in New Housing Development.

Inclusion of low and moderate income units in new housing developments of appropriate size would be desirable. A portion of the units in a housing development should be required to be set aside for low and moderate income units, if public subsidies are available. If subsidies are not available and the situation allows additional density to be granted (such as by permitting greater height within established height limits, or approving a reclassification or a planned unit development to achieve greater density), it may be appropriate to require that a portion of the additional units be low and/or moderate income. The number of such units should vary according to the number of additional units allowed and the specific characteristics of the project.

Policy 4 Safeguard Tenants from Excessive Rent Increases While Assuring Landlords Fair and Adequate Rents.

In recent years various pressures on the limited housing supply have resulted in substantial increases in rent levels causing displacement and economic hardship to those unable to pay those rent increases. As long as these pressures continue, a regulatory process should be maintained which stabilizes rent levels and protects tenants from excessive rent increases and arbitrary eviction while at the same time allowing the landlord a fair rent and sufficient incentive to maintain housing quality.

Policy 5 Encourage Energy Efficiency in New Residential Development and Weatherization in Existing Housing to Reduce Overall Housing Costs.

Energy efficiency may involve some features which add to the initial cost of a structure, but are highly cost-effective in terms of the life cycle or operating costs of the residential unit. Often, such features as orientation or window placement to optimize passive solar heating, and use of natural daylight, can be "designed in", at little or no additional cost. Weatherization of existing housing can usually pay for itself in a short time, resulting in lower utility bills and lower overall housing costs. These approaches should be pursued.

Policy 6 Allow Construction of a Variety of Innovative Housing Types that Reduce Cost.

Mobilehomes and pre-fabricated housing can be a valuable source of shelter for low and moderate income households. While manufacturing techniques have vastly improved the quality of such structures, there are areas where these housing types might have adverse effects on the surrounding neighborhood. Mobile homes and pre-fabricated housing should be allowed, but only where it complements the character of the surrounding neighborhood.

Policy 7 Encourage Non-Profit and Limited Equity Ownership of Housing.

Housing owned by non-profit corporations whose specific purpose is to provide decent shelter to low and moderate income households can be an effective means of providing affordable housing. Similarly, conversion of buildings by their tenants to limited equity cooperatives and condominiums can stabilize and, as general housing prices increase over time, can lower housing costs. The City should encourage these forms of ownership.

Policy 8 Ensure that Office Developments and Higher Educational Institutions Assist in Meeting the Housing Demand They Generate.

New or expanding commercial activities in the city increase the city's employment base. These new jobs are important to the residents of the city and of the Bay Area, and contribute to the continued economic vitality of the region. The workers filling these jobs need housing. Similarly, educational institutions provide needed services and contribute to the intellectual and cultural life of the city. At the same time, their faculties and students must be housed. Both office developments and educational institutions should assist in meeting the City's housing needs by contributing in some manner to the provision of additional housing.

Policy 9 Streamline the Permit and Environmental Review Processes to Expedite Housing Construction.

Delay in the project approval and evaluation process can add to housing costs. The City should make every effort to insure that projects are reviewed and evaluated in the shortest possible time, consistent with the City's interests as defined by the policies of the Master Plan. Priority processing should be given to projects that include housing affordable to low and moderate income households, or housing which is accessible to the disabled.

Policy 10 Ensure that the City's Codes and Development Requirements do not Unnecessarily Increase the Cost of Housing.

The City Planning, Building and Housing codes influence the price of new housing and the cost of maintaining existing housing. The City's codes should be reviewed regularly to ensure that standards and requirements do not unduly restrict needed housing development or unnecessarily increase the cost of housing. In administering codes, departments should regularly evaluate whether standards can be modified, without sacrificing quality and safety, to aid in lowering the cost of new housing. In hardship cases Housing Code requirements should be deferred to the extent legally permissible if all life safety hazards are abated. In particular, the City should extend the period allowed for code compliance to avoid potential displacement of low- or moderate-income households until replacement housing can be found.

OBJECTIVE 6. TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Housing quality involves not only the physical condition of housing structure itself but also the condition of the surrounding neighborhood and the adequacy of its amenities, facilities, and services. Proper housing development must also address these matters.

Policy 1 Assure Housing is Provided with Adequate Public Improvements, Services and Amenities.

Many factors add to neighborhood livability, including the quality of schools, the effectiveness of police and fire services, and access to open space and recreational opportunities. Regular maintenance of streets and sidewalks, provision of street trees, and protection of residential areas from excessive traffic, are also important to neighborhood life. Good design of buildings can add amenity to the neighborhood. All of these factors should be addressed by the City in providing its residents a quality living environment.

Policy 2 Allow Appropriate Neighborhood-Serving Commercial Activities in Residential Areas.

Certain non-residential uses are desirable and appropriate in residential areas. For example, small pedestrian-oriented grocery stores, other convenience shops, and community services (such as child care) can meet frequent and recurring needs of residents without disrupting the residential character of the area. On the other hand, other types of non-residential uses are noisy, or unattractive, or generate excessive traffic, and therefore would be undesirable in residential areas.

Non-residential uses should be allowed in exclusively residential areas only if they meet the following criteria:

- The use is primarily pedestrian-oriented.
- The use serves the needs of the immediate residential neighborhood and does not draw significant trade from outside the neighborhood.
- The use does not displace a unit suitable for residential occupancy.
- The use does not disrupt or detract from the livability of the surrounding neighborhood.
- There are no suitable locations in immediately adjacent commercial or mixed commercial and residential areas.

- The design of the building is in keeping with the established residential character of the area, and all signs are carefully regulated.

- Truck traffic servicing the use is minimized, and truck delivery hours are restricted.

Non-residential uses may also be advantageous for residential areas if they are essential to the preservation of a landmark building, although the use should be compatible with the surrounding environment.

Policy 3 Minimize Disruption Caused by Expansion of Institutions into Residential Areas.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational, religious, and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings also tend to be larger in scale and more intensely used than surrounding residential buildings. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the City should carefully review expansion plans. The needs of adjacent residential areas for housing, on-street parking and safe, quiet streets should be considered, in addition to the needs of the institution. Educational and medical institutions should be required to develop and submit master plans to the City, before the City reviews any specific expansion requests. Such a master plan should define long-term and short-range development plans of the institution. Early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

Policy 4 Promote Development of Well Designed Housing.

Residents of San Francisco should be able to live in well designed housing suited to their specific needs. To ensure that housing provides quality living environments and complements the design character of the surrounding neighborhood, the following guidelines should be applied in evaluating new residential developments:

Exterior Appearance

- Relate the design of new housing to the general design character of surrounding buildings.

- Relate the shape of new buildings to the form of adjacent structures.

- Encourage articulation of the building facade through use of set-backs, bay windows, cornice details, entry details and other variations in horizontal or vertical planes.
- Relate set-backs to the set-backs of adjacent buildings.
- Avoid disruptive intrusion into a well-defined interior block open space.
- Enclose parking and minimize the necessary number of garage doors and curb cuts.
- Landscape all set-backs and relate the type of landscaping to that of adjacent properties.
- Provide street trees if none exist.

Recreation/Open Space

- Provide adequate on-site usable open space where feasible.
- Relate the type, amount and location of open space to the types of households to occupy the building.
- Provide convenient access from interior living areas to the open space.
- Design open space with consideration for the local climate.
- Relate open space to the open space on abutting properties.

Environmental Factors (sunlight, topography, noise, climate)

- Expose all units to natural light, and avoid severely reducing the light falling on adjacent buildings and open spaces.
- Insulate units from the intrusion of exterior and interior noise.
- Relate building construction to the topography, geology and climate of the area.
- Apply energy conservation measures in the design of the building.

Security

- Incorporate concepts of security in the design of the building, especially in the number of units per entrance, sense of personal space and ability of the residents to effect self-policing of the grounds and immediate surroundings.

Maintenance

- Use building materials which minimize maintenance needs and which maximize the potential life of the building.

Policy 5 Modify Proposed Developments which have Substantial Adverse Environmental Impacts or Otherwise Conflict with the Master Plan.

Proposed new developments are given environmental evaluation which involves consideration of conformity of the development with the City's objectives and policies, including those expressed in the Master Plan. Projects with substantial adverse environmental impacts should be considered in conflict with the Master Plan, in the absence of substantial and overriding social or economic factors. Land use controls and the environmental review and discretionary review processes should be closely coordinated to obtain modification in development plans to eliminate or mitigate substantial adverse environmental impacts or Master Plan conflicts.

ACCESSIBILITY

OBJECTIVE 7. TO PROVIDE MAXIMUM HOUSING CHOICE.

Population diversity is one of San Francisco's important assets. To retain this diversity, a variety of housing opportunities should be available. Households should be able to choose the form of tenure most suitable to their needs, from either a rental or an ownership housing stock. A variety of unit sizes is also important, so that both larger and smaller households can be accommodated in adequate numbers. Units of varied costs are necessary to provide opportunities for households of different income levels. Finally, there should be units with special features suitable for households with special needs.

Social and economic factors can discriminate against certain population groups and limit their housing opportunities. Racial minorities face constraints as to where they can live, leading to patterns of economic and racial segregation. Families with children are constrained by the types and sizes of units available to them; suitable units tend to be limited by erosion of the older housing stock and discriminatory rental practices. Standard housing units with special features for elderly and handicapped persons are in short supply. If San Francisco is to retain its economic, racial and cultural diversity, opportunities should be expanded for population groups for whom affordability and accessibility are crucial.

Policy 1 Prevent Housing Discrimination Based on Age, Race, Religion, Sex, Sexual Preference, Marital Status, Ancestry, National Origin, Color or Disability.

To insure housing opportunities for all people, the City should assist in the implementation of fair housing and anti-discrimination laws. The City should make use of opportunities in its interaction with community groups, businesses, and other agencies to eliminate housing discrimination. In addition, owners of City-assisted new and converted residential buildings should be required to adopt affirmative sales or rental policies.

Policy 2 Promote Adaptability and Maximum Accessibility of Residential Dwellings for Disabled Occupants.

Disabled San Franciscans are less able to compete for scarce housing units, in part because so many are not physically accessible to them and in part because the disabled often have lower than average incomes. The City should take an active role to expand the availability of units suited to households with special needs. Housing could be made accessible or adaptable to the disabled. ("Assessible" means that the housing presents no physical barriers to handicapped people. "Adaptable" means housing whose entry and circulation are designed and constructed so that the unit can be made fully accessible by making relatively minor adjustments and additions rather than structural changes.) All housing newly constructed or substantially rehabilitated with city assistance should be made adaptable to the disabled and a portion of such housing (the goal should be at least 10%) should be made fully accessible.

Policy 3 Promote the Availability of Units Suitable for Groups with Special Housing Needs Including Large Families, the Elderly, and Those Needing Group Housing and Emergency Shelter.

In addition to the disabled, other households with special needs have difficulty finding suitable housing in San Francisco. Many large families, newly immigrated to the United States, are crowded into units designed for much smaller households. Many of the City's elderly citizens occupy housing which is not designed to meet their special needs. Shelters are not available in sufficient numbers to meet the needs of the city's homeless population. The psychiatrically disabled also have special housing needs. The City should take an active role to encourage the expansion of the availability of housing units suited to needs of these groups.

Policy 4 Eliminate Discrimination Against Households with Children.

Households with children often have difficulty in finding suitable housing because many landlords do not want children as tenants. The City should prohibit discrimination against children and encourage the construction of units suitable for families with children.

Policy 5 Encourage Economic Integration in Housing.

Patterns of economic segregation are evident in San Francisco. Although housing opportunities for low- and moderate-income households are available in many areas of the city, they tend to be concentrated in a few areas. Special efforts should be made to expand housing opportunities for households of lower-income levels in other areas.

Private reinvestment in many areas of the city is resulting in displacement of low- and moderate-income households by higher income groups. Special efforts should be made to retain some low- and moderate-households in these areas.

Policy 6 Provide Adequate Rental Housing Opportunities.

Since approximately two-thirds of San Francisco's residents are renters, the availability of sound rental housing is of major importance, especially for the young and elderly population, who tend to rent, rather than own, their residence. Low vacancy rates and high rents are indicators of a continuing demand for rental housing. At the same time market conditions, many of which are beyond the control of the City, are such that fewer rental projects have been built in recent years. The lack of development of rental housing is tied to many factors (capital costs, alternative investment opportunities, etc.), many of which are beyond the control of the City.

Nonetheless, the public sector should make a concerted effort to do what is within its control to encourage the development of rental housing and to ensure that there is an adequate supply. The loss of existing rental housing should be discouraged, particularly in areas of the City where few rental opportunities exist.

Policy 7 Expand Opportunities for Home Ownership.

The City should work to expand opportunities for owner-occupancy of housing and develop special programs to facilitate home ownership for households of varied income levels.

It is important that households be ready and able to assume the financial and management responsibilities of home ownership. To protect housing purchasers, the City should explore establishing such safeguards as presale inspections for all property transfers and should encourage home ownership counseling services.

Policy 8 Regulate the Conversion of Existing Rental Apartment Buildings into Condominiums or Cooperatives.

Conversion of existing rental apartment buildings to condominiums or stock cooperatives brings into conflict two desirable goals -- expansion of homeownership opportunities and preservation of the existing rental housing stock. Conversions expand the amount of housing available for purchase but they do so by reducing the number of units available for rent and in the process displace existing tenants who cannot or do not wish to buy. In order to resolve this conflict, it is recommended that conversions be regulated by ordinance in such a way as to:

- Preserve a reasonable balance between ownership and rental housing in San Francisco by providing for an annual limitation on the number of units which may be converted in any one year;
- Promote the meaningful expansion of homeownership opportunities for existing tenants and prevent the displacement of existing tenants by requiring a high degree of tenant intent to purchase their rental unit as a condition of approval;
- Reduce the impact of such conversions on non-purchasing tenants who may be required to relocate by providing procedures for relocation, and providing for the reimbursement of costs resulting from such relocation;
- Prevent the displacement of elderly and disabled tenants by assuring them of extended leases to remain in their units subsequent to conversion;
- Assure that purchasers of converted housing have been properly informed as to the physical condition of the structure offered for purchase;

- Prevent the effective loss of the City's low and moderate income housing stock by requiring sales price limitations on those units proposed for conversion which are found to be part of the low or moderate income housing stock;

- Expand the supply of the City's low or moderate income housing stock by providing a minimum of ten percent low or moderate income housing units in any condominium subdivision or by construction of an equivalent number of such units elsewhere, or by in-lieu payments into a City Housing Development Fund.

During periods when the demand for rental housing is high yet new market rate construction is confined almost exclusively to ownership housing (and thus rental units lost through conversion are not being replaced) continued condominium conversion will result in a shift in the balance between ownership and rental housing. During such periods, new construction should provide the majority of homeownership opportunities in multi-unit buildings. Conversions of existing rental units should be limited to the following situations:

- Conversion of existing residential buildings containing less than 30 units may be allowed when the occupants seek conversion to improve their housing opportunity.

- Conversion of long-vacant residential buildings should be allowed when it provides a guaranteed resource of affordable homeownership housing, inasmuch as new construction, without public subsidies, cannot provide such a resource.

Policy 9 Ensure a Distribution of Quality Board and Care Facilities.

Because of the availability of certain types of residential buildings and services in certain parts of the city, board and care facilities have tended to become concentrated in those areas. Applications for new facilities may continue to reinforce these concentrations unless they are carefully reviewed. It is desirable that board and care homes be distributed throughout the city so that people are offered a choice of locations and over-concentration of facilities in particular neighborhods is avoided. Unless special circumstances warrant, the City should discourage new board and care homes in areas with existing concentrations of such facilities. In reviewing applications for board and care homes, the following factors should be among those evaluated:

- Number of board and care homes already operating in the area.

- Accessibility to recreational facilities and open space.

- Proximity to commercial areas and shopping.

- Proximity to community services.

Policy 10 Promote the Availability of Units Suitable for Persons with Varied Lifestyles.

The City should support development of housing which can accommodate varied lifestyles. Changing social patterns and economic forces have changed the living patterns of many families and individuals. For instance, artisans have established living and working units in industrial areas where more space is available at lower cost. Congregate housing with central eating facilities is an alternate form of housing being used by many elderly households. These various types of living arrangements should be encouraged because they satisfy the needs and preferences of certain households, and frequently result in more efficient use of scarce land, space and energy than conventional living situations.

OBJECTIVE 8. TO AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT.

Because of the economic and social hardships involved when a household is forced to move, and the difficulty of funding replacement housing at comparable rents, every reasonable effort should be made to minimize the need to displace residents, particularly those with lower incomes or families with children, from their homes.

Policy 1 Minimize Relocation Hardship and Displacement Caused by the Demolition or Conversion of Housing.

Private demolition of housing can cause particular hardships because of the absence of relocation assistance programs for displaced households. Property owners should provide assistance in finding suitable relocation housing if any lower-income households are to be displaced. Property owners should inform tenants at the earliest possible date of any proposed demolition plans and should arrange for counseling assistance for the displaced households. Owners should not be permitted to demolish existing housing units until efforts have been made to assist tenants in obtaining relocation housing.

Policy 2 Permit Displaced Households the Right of First Refusal to Occupy Any Replacement Housing Units.

To minimize displacement and help protect the population already residing in an area, persons temporarily or permanently by publicly sponsored or assisted rehabilitation or new construction should be given the right of first refusal to occupy their former unit or a unit in the new structure. In cases of existing units converted to condominium or cooperative ownership, existing tenants should be given the right of first refusal to purchase the converted units.

Policy 3 Provide Relocation Services Where Publicly Funded Actions Cause Displacement.

When displacement does occur as a result of public actions, uniform relocation services (counseling, locating replacement housing, and moving expenses) should be provided regardless of whether the displacement is caused by federal, state or locally funded activities.

OBJECTIVE 9. TO ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

Housing is a regional concern. Problems such as the inability of large numbers of people to afford decent housing, inequities and discrimination in the housing market, and the inadequacy of public resources cross the boundaries of local jurisdictions and cannot be addressed solely on a local level. Region-wide strategies are needed. Investment decisions made by the private sector are rarely confined to the limits of single governmental jurisdictions -- broader housing market areas are considered. A strategy dealing with housing problems in the Bay Area must therefore involve a regional approach. Furthermore, effective solutions to housing problems in the Bay Area can be developed only if all agencies and organizations dealing with housing in the Bay Area coordinate their activities.

Policy 1 Encourage the Balancing of Regional Employment Growth with the Development and Growth of Housing in the Region.

San Francisco is part of the larger regional economy of the Bay Area and economic decisions made by one community often affect other communities in the region. Thus decisions made by some cities to limit commercial or residential growth impact other cities in the region. Efforts should be made to balance employment and housing growth within the region and to distribute employment and housing throughout the region.

Policy 2 Encourage Rehabilitation and Development of Housing in the Bay Area Which Will Meet Regional Housing Needs and Contribute to the Quality of Life in the Region.

New residential development and rehabilitation of existing housing should be planned to conserve open space and to take advantage of the availability of employment opportunities, public transit systems, and community services. San Francisco should take an active role in promoting quality new housing development in the Bay Area which will not generate adverse impacts on the environment. In addition, San Francisco should promote and support housing rehabilitation throughout the region.

Policy 3 Encourage the Distribution of Low- and Moderate-Income Housing Throughout the Bay Area.

Local communities throughout the Bay Area should accept responsibility for housing families of all income levels. At the present time, most of the region's subsidized housing for low- and moderate-income households is concentrated in the central cities, including San Francisco. Housing opportunities for low- and moderate-income households should be available throughout the region, and all localities in the Bay Area should provide their fair share of such housing. Responsibility should be shared by the public and the private sector.

SAN FRANCISCO MASTER PLAN

COMMERCE AND INDUSTRY

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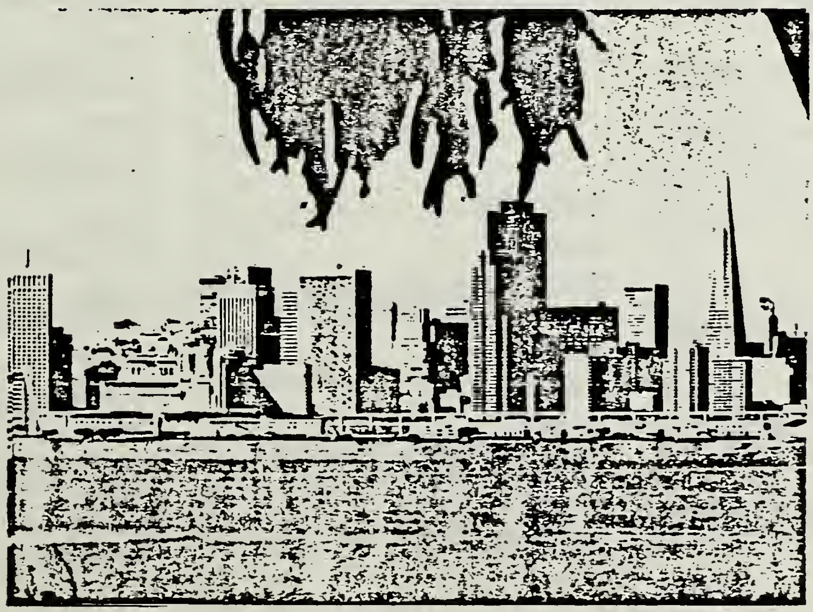


SUMMARY of OBJECTIVES and POLICIES

CITYWIDE OBJECTIVES

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

Policy 1

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

Policy 2

Assure that all commercial and industrial uses meet minimum reasonable performance standards.

BUSINESS VITALITY

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

Policy 1

Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

Policy 2

Seek revenue measures which will spread the cost burden equitably to all users of City services.

Policy 3

Maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location.

EMPLOYMENT

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

Policy 1

Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

Policy 2

Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Policy 3

Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

Policy 4

Assist newly emerging economic activities.

INDUSTRY

OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

Policy 1

Maintain and enhance a favorable business climate in the City.

Policy 2

Promote and attract those economic activities with potential benefit to the City.

Policy 3

Avoid public actions that displace existing viable industrial firms.

Policy 4

When displacement does occur, attempt to relocate desired firms within the City.

Policy 5

Avoid encroachment of incompatible land uses on viable industrial activity.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL

Policy 1

Develop and implement a comprehensive long-range maritime development program for the Port.

Policy 2

Focus investment on those port features in which San Francisco has a natural advantage. Create competitive advantages by providing more cost efficient freight handling facilities.

Policy 3

Aggressively market existing maritime facilities.

Policy 4

Avoid actions which may serve to displace desired existing maritime uses.

Policy 5

Assure adequate funding for capital investments as well as operational expenses of the Port.

Policy 6

Foster the relation of maritime activity to other segments of San Francisco's economy.

Policy 7

Restore the fishing industry in San Francisco.

Policy 8

Encourage maritime activity which complements visitor activity and resident recreation.

Policy 9

Reestablish Hunter's Point Naval Shipyard as a major source of maritime employment and activity.

Policy 10

Increase cooperation among Bay ports.

Policy 11

Pursue permitted non-maritime development on Port properties.

DOWNTOWN OFFICE

OBJECTIVE 6

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Policy 1

Encourage continued growth of prime downtown office activities so long as undesirable consequences of such growth can be avoided.

Policy 2

Guide location of office development to maintain a compact downtown core so as to minimize displacement of other viable uses.

Policy 3

Assure that downtown development is compatible with the design and character of San Francisco.

Policy 4

Provide adequate amenities for those who live, work and use downtown.

Policy 5

Control traffic and congestion in the downtown area, particularly from private automobiles.

DOWNTOWN RETAIL

OBJECTIVE 7

IMPROVE DOWNTOWN SAN FRANCISCO'S POSITION AS A PRIME REGIONAL LOCATION FOR SPECIALIZED RETAIL TRADE.

Policy 1

Assure a strong interrelationship occurs between downtown specialty shopping, cultural entertainment, and visitor accommodation activities.

Policy 2

Support the continued strength of high quality, specialty retail shopping facilities in the retail core.

Policy 3

Encourage shopper accessibility to the downtown area and physical design amenities at a pedestrian scale which will enhance the pedestrian climate.

NEIGHBORHOOD COMMERCIAL

OBJECTIVE 8

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL DISTRICTS READILY ACCESSIBLE TO CITY RESIDENTS.

Policy 1

Promote the multiple use of neighborhood commercial areas with priority given to neighborhood-serving retail and service activity.

Policy 2

Promote neighborhood commercial revitalization.

Policy 3

Protect environmental quality in neighborhood commercial areas.

Policy 4

Maintain a presumption against the establishment of major new commercial development except in conjunction with adequately supportive residential development and public/private transportation capacity.

Policy 5

Encourage Community-based economic development.

Policy 6

Assist in the provision of available land for site expansion.

Policy 7

Improve public and private transportation to and from industrial areas.

Policy 8

Provide for the adequate security of employees and property.

Policy 9

Maintain a competitive tax structure for industrial uses.

Policy 10

Enhance the working environment within industrial areas.

Policy 11

Maintain an adequate supply of space appropriate to the needs of incubator industries.

GOVERNMENT, HEALTH AND EDUCATION SERVICE

OBJECTIVE 9

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

Policy 1

Promote San Francisco, particularly the Civic Center, as a location for local, regional, state and federal governmental functions.

Policy 2

Encourage the extension of needed health and educational services, but manage expansion to avoid or minimize disruption of adjacent residential areas.

Policy 3

Promote the provision of adequate health and educational services to all geographical districts and cultural groups in the City.

VISITOR TRADE

OBJECTIVE 10

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

Policy 1

Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

Policy 2

Support locally initiated efforts to improve the visitor trade appeal of neighborhood commercial districts.

Policy 3

Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors.

Introduction

The Commerce and Industry Element sets forth objectives and polices that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base. The plan serves as a comprehensive guide for both the public and private sectors when making decisions related to economic growth and change.

The plan is framed within three overriding goals which call for continued economic vitality, social equity and environmental quality. These broad goals are interrelated, and economic development decisions must be examined within their context. The challenge posed is to guide and encourage economic development in a manner that is responsive to near term needs, while also being consistent with long range goals and values.

The plan focuses on ten objectives, three of which address the general issue of economic planning. The remaining seven objectives deal with specific sectors of San Francisco's economy.

In summary, the three general objectives call for managing economic growth and change to ensure enhancement of the total city environment, maintaining a sound and diverse economic base and fiscal structure, and providing expanded employment opportunities for city residents, particularly those that are unemployed.

The specific objectives are responsive to the several major economic sectors within San Francisco which include manufacturing and industry, maritime activities, office/administrative services, neighborhood commercial retailing, specialized regional retail trade, government services, and visitor trade.

The objectives and supportive policies are general in nature and provide the framework for decision making, priority setting and evaluation of costs and benefits as they relate to alternative proposals for economic development and change.

Likewise, the Commerce and Industry Element sets the framework for the more detailed planning that is required to meet the needs of specific economic activities, and to reconcile conflicts and competition among the various economic sectors, and other land uses and activities.

The Commerce and Industry Element, along with the other Comprehensive Plan Elements, is used in forming shorter range plans, special area plans and to guide public actions by various government agencies. The objectives and policies are referred to when reviewing zoning and land use changes, legislative referrals, development proposals, and the City's programs for economic development, change and adjustment, serving as a basis for guiding public and private decisions.

Goals

The objectives and policies are based on the premise that economic development activities in San Francisco must be designed to achieve three overall goals:

1. Economic Vitality

   The first goal is to maintain and expand a healthy, vital and diverse economy which will provide jobs essential to personal well-being and revenues to pay for the services essential to the quality of life in the city.

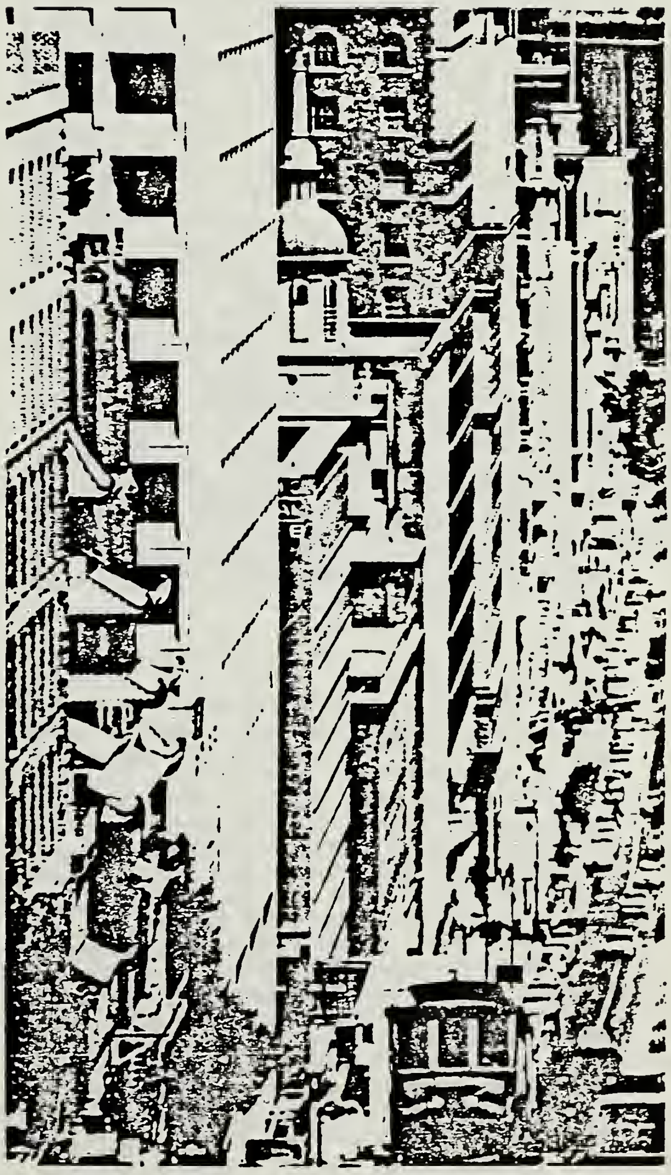
2. Social Equity

   The second goal is to assure that all segments of the San Francisco labor force benefit from economic growth. This will require that particular attention be given to reducing the level of unemployment, particularly among the chronically unemployed and those excluded from full participation by race, language or lack of formal occupational training.

3. Environmental Quality

   The third goal is to maintain and enhance the environment. San Francisco's unique and attractive environment is one of the principal reasons San Francisco is a desirable place for residents to live, businesses to locate, and tourists to visit. The pursuit of employment opportunities and economic expansion must not be at the expense of the environment appreciated by all.

These goals are interrelated and provide a perspective for evaluating future development issues in the city. All projects should be evaluated against all three goals in determining costs and benefits to the city's present and future population. The objectives and policies that follow seek to set a course for the city by which all three goals can be attained.



CITYWIDE OBJECTIVES

Both points of view in the growth-no growth controversy contain valid elements, and the city would not benefit from total adherence to either position. The growth issue should not be seen as a matter of either/or, but rather a matter of managing future development so as to minimize or avoid its unacceptable consequences and maximize its beneficial aspects. While the attempt to manage and channel socially desirable growth for the betterment of the city is a more reasoned approach; it is also a considerably more challenging approach due to the need to weigh intangible costs and benefits, and the difficulty of developing, evaluating, comparing and enforcing measures to mitigate potentially harmful consequences. However, it is important to the well-being of the city that this process be undertaken.

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

Nationwide, and particularly in San Francisco, there has been much attention focused on the issue of growth. An increasing public skepticism concerning the benefits of "growth" and greater awareness of the environmental and ecological consequences of continued growth and the loss of urban amenity, have served to put issues of economic development and related "growth" into the public spotlight. Examples of a local perception of the "growth-no growth" controversy have occured over whether or not further high-rise office development should be encouraged. Some are opposed to high-rise office development because of the consequences of large office buildings such as loss of views, congestion, imposition of closed, forbidding buildings during non-work hours, further changes from the city's traditional scale and character. Others favor such development because of the employment opportunities it provides. Opponents argue that the costs of high-rise office development exceed benefits.

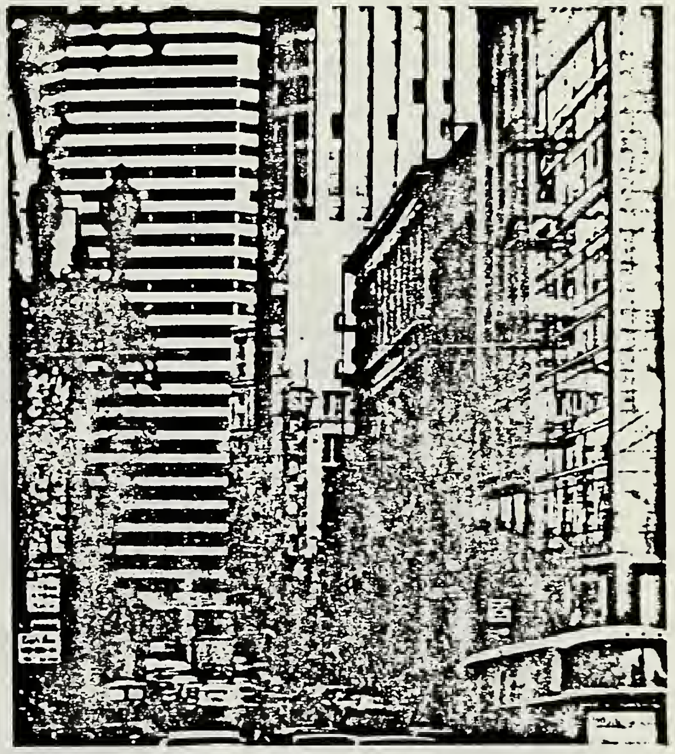
POLICY 1

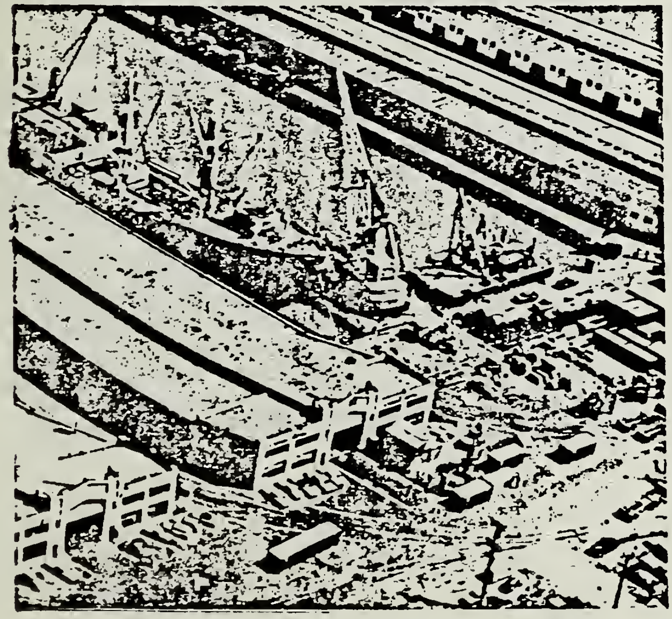
ENCOURAGE DEVELOPMENT WHICH PROVIDES SUBSTANTIAL NET BENEFITS AND MINIMIZES UNDESIRABLE CONSEQUENCES. DISCOURAGE DEVELOPMENT WHICH HAS SUBSTANTIAL UNDESIRABLE CONSEQUENCES THAT CANNOT BE MITIGATED.

In situations where proposed developments have no significant adverse environmental effects and will result in positive fiscal and employment benefits for residents, and where the developments otherwise meet planning objectives, they should be encouraged. Conversely, a potential development which has significant adverse environmental effects and has negligible or negative economic and/or social benefits should be discouraged. In instances where proposed developments would cause adverse environmental effects but would also contain substantial economic and/or social benefits to residents it will be necessary to define carefully and analyze carefully all anticipated economic and social costs and benefits in order to provide decision makers with all available information and facts at hand concerning anticipated effects of the proposed development. Appropriate mitigation measures should be considered as part of the costs of development.

In recent years, Federal and State legislation has established administrative procedures whereby environmental impacts of proposed developments, often previously ignored, are to be carefully evaluated before approval of a development. The economic and social benefits of such developments are often presumed, and they sometimes are still unstated and unanalyzed.

Some of the implications that should be considered are changes in employment patterns ad resultant impacts on the city's labor market; impacts upon existing businesses and on future development opportunities in the immediate neighborhood and district of the city; impacts upon existing City services that may require improvements, capital investments or new public employment as a result of the development; and any anticipated impacts upon the location and viability of economic development decisions being made in other areas of the city. The process for compiling and assessing these and other economic and social impacts should be initiated and in appropriate cases become a parallel effort to existing environmental impact assessment procedures.





POLICY 2

ASSURE THAT ALL COMMERCIAL AND INDUSTRIAL USES MEET MINIMUM, REASONABLE PERFORMANCE STANDARDS.

A critical aspect of development management is to mitigate negative impacts created by new development: economic, aesthetic, physical, environmental, and social.

To ensure that commercial and industrial activities do not detract from the environment in which they locate, and may in fact benefit their surroundings, performance standards should be applied in evaluating new developments. The policies of the Master Plan provide many of the standards to be used in evaluating development proposals. Other standards are found in various city ordinances and State and Federal laws. As necessary these standards should be reformed and additional standards developed.

OBJECTIVE 2

MAINTAIN AND ENHANCE A SOUND AND DIVERSE ECONOMIC BASE AND FISCAL STRUCTURE FOR THE CITY.

The continued health of the commercial and industrial sectors of the city is important to residents beyond the aspect of employment. A strong and viable business sector generates development of a broader property tax base. San Francisco must annually budget and expend money for the maintenance and upgrading of its public improvements -- roads, sewers, transit system, parks, and other facilities. As these costs escalate along with other social service delivery costs -- schools, hospitals, social welfare, police, fire - it is critically important to diversity and strengthen the tax base that pays for many of these improvements and services. When it becomes necessary to raise property taxes to pay these costs, the impact falls heavily on residents and business, contributing to the outmigration of population and industry. Strengthening and broadening the tax base is therefore vital to the continued economic health of the city.

There also is a need to diversify the economic base of the city. Because of regional and national economic forces over which there is little local control, the city's economy is becoming more specialized in the areas of finance, insurance and real estate, tourism, and government and personal services. Some of these sectors are subject to cyclical variations that may contribute to instability of the economy. Furthermore, excessive dependence on these sectors also has implications for personal lifestyles, as more and more residents are dependent on office "paper jobs" for their livelihoods. Therefore, to the extent it is possible to alter the trend of greater single industry specialization and provide more diversity in the types of activities and job opportunities, the City should seek to do so.

POLICY 1

SEEK TO RETAIN EXISTING COMMERCIAL AND INDUSTRIAL ACTIVITY AND TO ATTRACT NEW SUCH ACTIVITY TO THE CITY.

Many of the decisions made by a business concerning its future location are determined principally by factors related to market conditions affecting the cost of doing business. Factors, such as the purchase, transportation and storage of raw materials, labor costs changes in the nature or location of the consumers of the service or product, and obsolescence of capital equipment, are critical in determining whether a firm will move or not. There is little a city can do to alter these economic conditions in order to attract or retain a business. However, there are some factors that a city can affect in order to improve the possibility that a firm will decide to locate or remain in the city. The first step is to assess the needs of the business for such things as better transportation access, parking, room for expansion, security and a pleasant neighborhood environment for employees to work in.

In promoting the city as an area for potential firm location, it is important to be aware of those special aspects of location, environment, population and economic and social history that differentiate the city from other locations and make it a favored place for particular types of firms. In most instances these factors will be well known to a firm, and the City's receptiveness and "business climate" may be decisive in a determination to locate in San Francisco or a neighboring jurisdiction. The City should improve its chances for attracting firms by directing efforts toward business activities needing central city locations for office support, those benefiting from close proximity to a large, concentrated consumer population, and sectors for which San Francisco is already well known such as the design and apparel industries.

POLICY 2

SEEK REVENUE MEASURES WHICH WILL SPREAD THE COST BURDEN EQUITABLY TO ALL USERS OF CITY SERVICES.

A central city such as San Francisco performs functions for and provides services to the region for which it should be fully compensated. Older central cities have historically been the providers of services to both foreign and domestic immigrants to the country's urbanizing areas. Generally these people have come to the cities seeking new sources of employment and opportunity. Often they have not found the advantages they have sought and they have had to rely on the cities for inexpensive housing and for health and welfare benefits. The needs are those of society in general, yet the costs fall disproportionately upon the central cities.

In addition, the facilities and services of the central cities such as San Francisco provide employment, transportation, recreation, and cultural pursuits for populations that do not reside in the city and may not fully contribute to the costs of the public buildings, streets, transit, water and sewer systems and other facilities that they use. Additional revenue sources, such as taxes, user fees, and grants-in-aid should be sought which will more equitably compensate in the City for the functions it performs and the services it provides. Measures such as "employee" or "occupational" taxes may be appropriate. Legislation at the State level pursuing region-wide property tax and sales tax sharing systems should be developed. These systems could, if the formulas are developed correctly, allocate revenues to jurisdictions based on need rather than ability to attract commercial or industrial uses.

POLICY 3

MAINTAIN A FAVORABLE SOCIAL AND CULTURAL CLIMATE IN THE CITY IN ORDER TO ENHANCE ITS ATTRACTIVENESS AS A FIRM LOCATION.

An important factor in choosing to locate in San Francisco or to remain once here is the attractiveness of the city as a place to live, work and pursue recreational interests. Recognition must be given to the importance of public efforts to improve the environmental quality in residential neighborhoods, provide recreational and cultural opportunities, and to improve the quality of the shcools, and create and protect other amenities. Those aspects of the city have direct economic value. Desirability as a place to live and as an area in which to enjoy cultural and recreational activities are particularly important factors in determining location for the types of activities for which San Francisco enjoys a comparative advantage. If the city is to maintain its economically vital areas, it must assure that these social, cultural and environmental factors remain strong assets.

GIFTS FILM
ICE CREAM

OBJECTIVE 3

PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

In order to maintain a relatively stable and balanced City economy, new employment opportunities must be made available, offsetting a gradual loss of jobs in certain economic sectors such as manufacturing, wholesaling and food processing.

A major thrust of public efforts to expand employment opportunity should be directed toward the economically disadvantaged, and those under-employed or marginally employed and seeking productive and rewarding employment. San Francisco, like many central cities throughout the nation, has a relatively high percentage of its population unemployed. This problem is attributable to many factors including lack of formal education, inadequate or inappropriate skills for participation in areas of employment expansion, language difficulties, employment and housing discrimination and a sluggish national economy. There are limits upon the ability of a local government to alleviate the general unemployment problem, in view of the profound effects of regional and national private investment factors in the local situation. However, there are some measures the City can take that will improve the employment climate and assist the unemployed and economically disadvantaged in gaining access to San Francisco jobs. The City should also take into account opportunities for employment outside of the city. A more active involvement at the regional level in assisting unemployed residents to locate jobs outside the city might aid in alleviating the disproportionately high rate of unemployment found in the city.

POLICY 1

PROMOTE THE ATTRACTION, RETENTION AND EXPANSION OF COMMERCIAL AND INDUSTRIAL FIRMS WHICH PROVIDE EMPLOYMENT IMPROVEMENT OPPORTUNITIES FOR UNSKILLED AND SEMI-SKILLED WORKERS.

The greatest incidence of unemployment in the city is generally found among those without particular types of employment skills or educational training. The largest number of jobs, and the most desirable employment opportunities, tend to occur in the professional, technical, managerial and clerical fields in which either educational or practical on-the-job training is required to meet employment qualifications. Therefore, many unemployed and marginally employed residents of the city are unable to take advantage of employment expansion in a number of the areas of employment growth in the city due to the lack of needed skills.

Sectors of the local economy which typically hire numbers of unskilled or non-technically trained persons are the tourist and service related industries such as hotels and restaurants. However, these employment sectors tend to be seasonal and low-paying in nature. Many of the economic activities which in the past have provided the largest sources of semi-skilled employment or entry-level jobs have included small-scale manufacturing, wholesaling, food processing, printing and publishing are experiencing employment declines due to relocation, consolidation, and business failure. The City should promote the retention of these activities and the expansion of sectors such as warehousing, apparel manufacturing, services, communications, and commercial printing in order to improve job prospects in these fields.

One employment sector that often serves to be a source of employment opportunity to minorities and low-skilled workers is the small business sector. However, small newly formed businesses suffer from a high percentage of business failures. Expansion of the small business sector while improving its stability would create more employment opportunities immediately accessible to these important groups. A helpful attitude toward local artisans, who contribute to the cultural, as well as the economic life of the city, should be encouraged.

The City should also assist in promoting employment opportunities that provide employment stability, decent wages, and opportunities for advancement. Many of the city's underemployed work under conditions of high turnover, lack job security, low pay, and remote possibilities for advancement. Such jobs are found principally in visitor-trade-related occupations, personal services, institutions, and temporary government employment programs. Although these employment areas offer initial job opportunities for many low-skilled individuals, measures need to be taken to build in greater stability and opportunities for career advancement. Care should be taken to assure that such jobs do not become "dead ends," i.e. jobs which provide no opportunities for advancement.

POLICY 2

PROMOTE MEASURES DESIGNED TO INCREASE THE NUMBER OF SAN FRANCISCO JOBS HELD BY SAN FRANCISJCO RESIDENTS.

Approximately two of every five jobs generated by San Francisco's economy are held by non-residents. The percentage of San Francisco residents as the total employment base varies according to type of industry, occupational group and income level. Persons in the higher-paying occupations, managers, administrators, craftsmen are less likely to live in the city than persons employed in sales, in clerical jobs, or as operatives.

The only exception is in the professions, where there is a relatively high percentage of residents. Better labor mobility must also be coupled with strong efforts to promote the hiring of residents by firms located in San Francisco. In some cases, such as in the letting of City contracts, it may be appropriate to require that hiring preference be given to San Francisco residents.

Efforts made to expand employment opportunities for unemployed and disadvantaged city residents must also address the question of racial, sexual, and other barriers between sectors of the labor market. A vigorous affirmative action program is necessary to permit minorities and women (who typically experience high rates of unemployment and underemployment) access to jobs with adequate compensation and advancement possibilities, particularly in the white-color sectors where employment is growing most rapidly and possibilities for management and mid-level advancement occur. The City should utilize its good offices to encourage business to participate actively in employing resident minorities and women in jobs that provide training and skill development. The City should also ensure that its departments and contractors practice affirmative action in hiring programs.

POLICY 3

EMPHASIZE JOB TRAINING AND RETRAINING PROGRAMS THAT WILL IMPART SKILLS NECESSARY FOR PARTICIPATION IN THE SAN FRANCISCO LABOR MARKET.

The long-term unemployment impact from the loss of a particular type of business activity depends upon the ability of those unemployed to find jobs in related and closely allied fields. The degree to which unemployed individuals can change occupations -- their labor mobility -- depends on a number of factors such as skill level, income range, availability of jobs in other related areas, knowledge of those opportunities. Retraining and initial job training programs are two important public efforts toward increasing mobility within the unemployed resident labor force. Training directed toward the expanding office and office support occupations, general services, technical sales, clerical -- should continue to be emphasized in both basic educational and occupational programs. The City should assist in providing these programs to those groups most in need of such services: the unemployed with limited work skills, the poor, the underemployed, women, and persons with limited English-speaking ability.

During the past several decades, the finance, administration and service sectors have been growing, and manufacturing, wholesaling and related industrial areas have declined. In response to these changes, the resident labor force is gradually drifting to reflect more closely the skills required in expanding areas of employment opportunity. The degree to which labor-force mobility and change will allow skills and opportunities to mesh will greatly influence the ability of the city to solve its unemployment problems. To accomplish this a greater emphasis needs to be placed upon improving the ability of San Francisco's labor force to change and up-grade occupational skills.

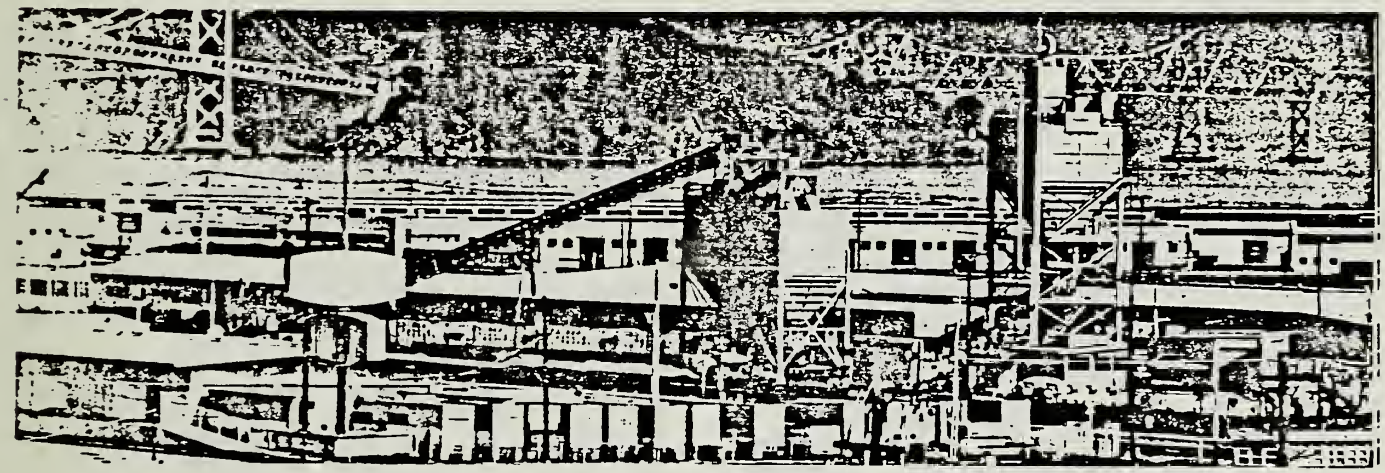
POLICY 4

ASSIST NEWLY EMERGING ECONOMIC ACTIVITIES.

San Francisco attracts skilled people of all types, especially the artistically oriented, including artists, crafts people, dancers, film makers, musicians and theater groups. A growing number of live-work-show artist studios in the city attest to the city's attractiveness to artists. Because a growing number of city residents are deriving all or a portion of their livelihood from craft and other artistic endeavors, the city should recognize this as a form of economic activity and provide assistance to them.

The conceptualization, production and marketing of new products and services, due to changing technology or consumer tastes, is often referred to as an "incubator" industry. These ventures characteristically have a potential but lack sufficient capital, technical expertise, and managerial experience. The city should assist in providing technical assistance to these ventures. Some of these ventures eventually grow to medium and big size businesses yielding substantial economic benefits in terms of jobs and tax revenues to the city. One of the most promising incubator industries is the solar heating industry, due to rising costs of natural gas and heating oil.

INDUSTRY



OBJECTIVE 4

IMPROVE THE VIABILITY OF EXISTING INDUSTRY IN THE CITY AND THE ATTRACTIVENESS OF THE CITY AS A LOCATION FOR NEW INDUSTRY.

The dispersion of manufacturing activities from their initial concentration in San Francisco during the mid 19th Century has been a gradual process. Since the beginning of the century, aside from the stimulation provided by two major world wars, manufacturing has steadily declined in importance as an employer and land user in San Francisco just as it has gained in other parts of the Bay Region. San Francisco is not alone in experiencing a decline in the manufacturing and wholesaling sectors of industrial activity. Central cities, almost without exception, have experienced this trend largely for the same objective reasons that it has occurred in San Francisco - population shifts toward suburban areas, technological developments which demanded land-intensive structures, rising wages, escalating local taxes and costs of doing business in central cities. San Francisco has never been heavily dependent on manufacturing as an employer and tax base provider. This fact has lessened the impacts of fiscal and employment declines.

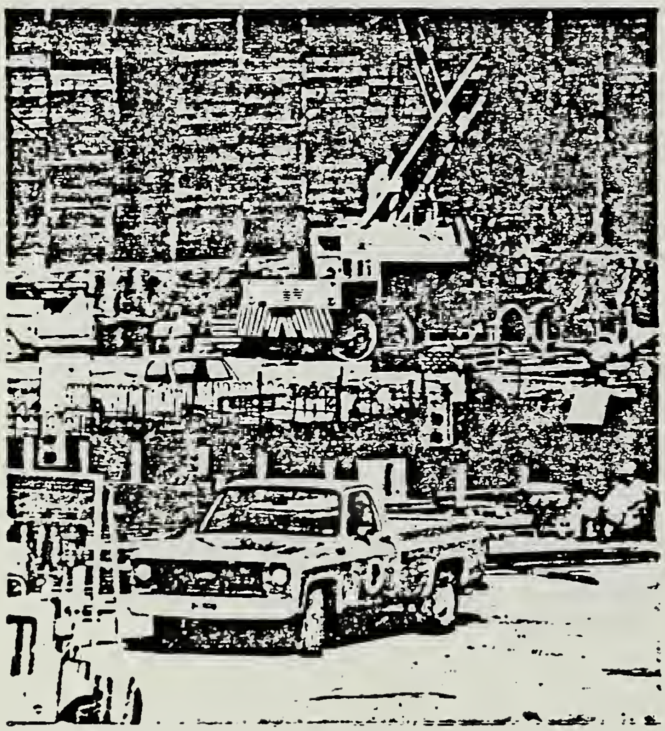
The employment decline experienced by the manufacturing sector was inevitable to the extent that the factors causing the outmigration were beyond the control of the city. However, the amount of continued decline can be, to some extent, influenced by the city. It is not likely that, given limits on available financial resources for massive redevelopment, the city can significantly overcome the objective factors which have lead to the loss of employment. However, cost-effective policies designed to reduce the loss of employment opportunities can and should be pursued which would be directed towards improving the climate for business in the city and providing adequate areas and services to encourage firms to remain in the city.

Furthermore, despite the decline of manufacturing generally, there are activities mentioned below, for which the central city remains an attractive location. Growth in these areas should be encouraged.

POLICY 1

MAINTAIN AND ENHANCE A FAVORABLE BUSINESS CLIMATE IN THE CITY.

The creation and maintenance of a positive relationship between city government and private industry is an important factor for many industries in choosing to stay or relocate. A good business climate includes the feeling on the part of business that they have a "receptive ear" when they approach City government with a problem or request for assistance. One effective way of maintaining a positive business climate would be to improve the capability of City departments to intervene in situations of potential relocation and to coordinate City activities to respond to business needs. Intervention to assist businesses in staying in the City should only be done where the costs of doing so do not exceed the benefits to the city.



POLICY 2

PROMOTE AND ATTRACT THOSE ECONOMIC ACTIVITIES WITH POTENTIAL BENEFIT TO THE CITY.

Along with efforts to retain businesses, the City must attempt to attract new businesses to the city. It is generally likely that the City would have to undertake very costly measures such as major redevelopment combined with tax exemptions and subsidies in order to attract businesses for which a San Francisco location does not offer a comparative advantage. However, there are a number of economic activities for which the City does have a comparative advantage. Examples include the manufacturing of apparel and other textile products, small scale furniture manufacturers, commercial printing, communications companies, and business, medical and educational services. By concentrating attraction efforts on such enterprises the expenditure of the City's limited resources can be much more cost effective.

POLICY 3

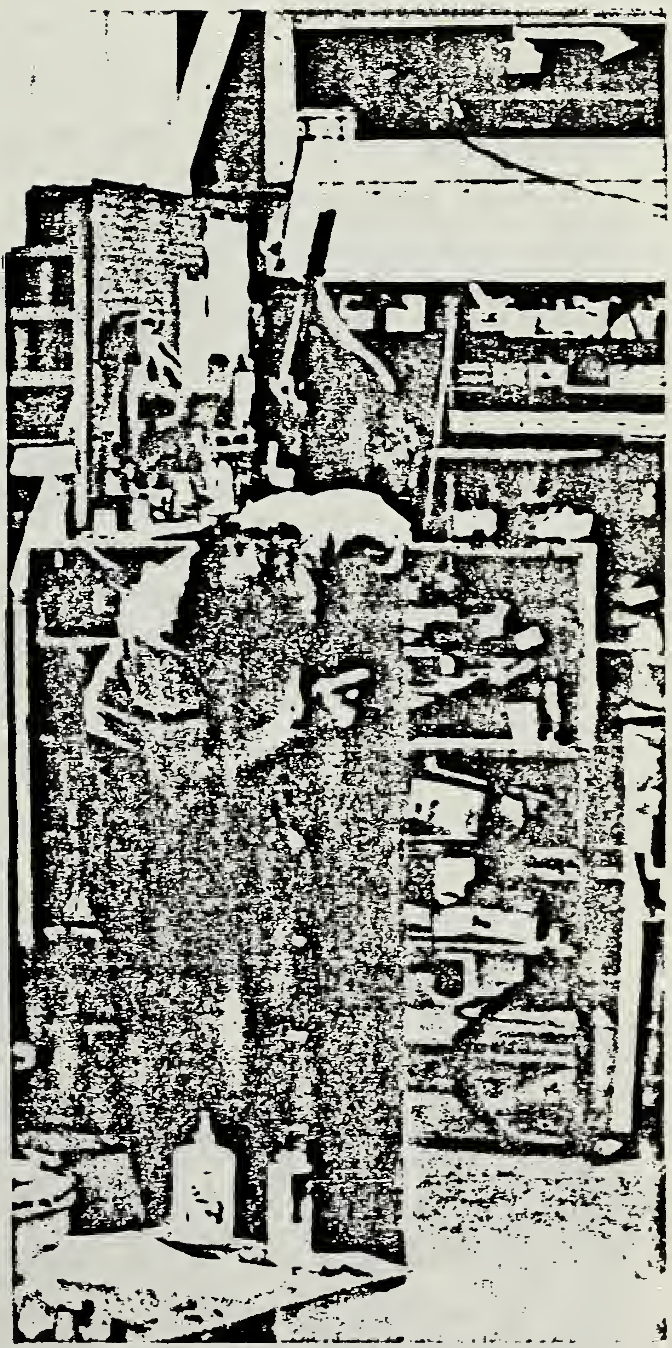
AVOID PUBLIC ACTIONS THAT DISPLACE EXISTING VIABLE INDUSTRIAL FIRMS.

In some instances, public activities such as redevelopment efforts or public facility expansion or improvement can result in a physical displacement of a business. All too often when this occurs relocation is to a site outside the city. The City should recognize that many firms remain in the city primarily because of inertia, fixed investments in plant and equipment or excessive moving costs. These factors are overcome when public displacement occurs since moving costs and fair market value for land and facilities are paid by the City. Care should be taken to avoid unnecessary displacement. In determining the costs and benefits of the action causing displacement, the loss of taxes and jobs if the firm relocates outside the City should be looked at as costs.

POLICY 4

WHEN DISPLACEMENT DOES OCCUR, ATTEMPT TO RELOCATE DESIRED FIRMS WITHIN THE CITY.

When dislocation is unavoidable, the City should seek to assist the displaced firm in obtaining a suitable alternative site in the city. This is particularly true if the situation is one in which the employment and tax revenues to the City outweigh costs to the City; it may well be appropriate to use public funds and redevelopment power to create a relocation site within the city for displaced firms.



POLICY 5

AVOID ENCROACHMENT OF INCOMPATIBLE LAND USES ON VIABLE INDUSTRIAL ACTIVITY.

There are a small number of locations in the city which are a mixture of residential, commercial and industrial uses which were developed prior to modern zoning controls with separate uses. The South of Market area is a prime example. Such areas are resources of needed low cost housing and should be preserved and improved where feasible. Care must be taken, however, to assure that residential expansion is carried out in a way that will not cause eventual large scale displacement of the existing viable businesses.

Another potential problem results from the proximity of the growing office core to smaller scale business and industries in the South of Market area. Growth of the downtown office core should be carefully guided to avoid unnecessary dislocation.

POLICY 6

ASSIST IN THE PROVISION OF AVAILABLE LAND FOR SITE EXPANSION.

Although San Francisco has a considerable amount of underutilized land available for industrial development, land is not always available in locations where new development is desired or feasible. A major problem facing many San Francisco industries is the lack of room for expansion. The cost of acquiring adjacent property, if it is developed, may be prohibitive to the firm. The initiation of small scale redevelopment activities to eliminate obsolescent and vacant buildings would allow land to become available for new development. Such actions might well prove financially beneficial to the city if vacant parcels and buildings could be utilized to generate increased tax revenues. Formation of a land bank by selected parcels of land received by the City could aid industries beneficial to the city by providing a relocation resource.

Schweppes
Schweppes

POLICY 7

IMPROVE PUBLIC AND PRIVATE TRANSPORTATION TO AND FROM INDUSTRIAL AREAS.

The accessibility to a suitable labor force is a critical factor in determining industrial site location. The lack of adequate public transportation services to the industrial areas of the City dictate that blue-collar workers provide their own transportation. Consequently, the availability of parking spaces is a problem within many of the city's industrial areas, particularly in the South of Market area.

Many industrial areas are inadequately served by public transportation routes which also serve residential areas of the city. Therefore, the transit time from residential areas to the industrial activities is prohibitive. Improved transit service would make these residential areas more accessible to commuting workers and would also reduce the parking problems currently encountered in commercial and industrial areas.

In addition, some underdeveloped industrial areas are relatively isolated in terms of being able to move goods and services to and from them efficiently. Their development potential would be enhanced if transportation access from these areas to regional transportation linkages were improved. One of the advantages of the Southern Crossing would have been the improved regional access to the Southeastern section of the city. Other means - without the disadvantages of the Southern Crossing - should be sought.

POLICY 8

PROVIDE FOR THE ADEQUATE SECURITY OF EMPLOYEES AND PROPERTY.

Vandalism, in certain of the city's industrial areas, causes large losses for firms and threatens employee security. In some instances, firms in areas where fear of crime is a particular problem have difficulties attracting a qualified work force. Concern about security of employers and employees can affect plans for expansion and may cause relocation. It also affects employee turnover. Measures such as increased police presence and surveillance of industrial areas and improved lighting are important in providing a sense of security for employers and employees.

POLICY 9

MAINTAIN A COMPETITIVE TAX STRUCTURE FOR INDUSTRIAL USES.

The local tax structure can influence locational decisions for firms. There may be situations where, when all other things are equal, a more favorable tax situation in a neighborhing jurisdiction may induce a firm to relocate.

A delicate balance must be maintained. Commerce and industry should bear its fair share of the costs of city services. However, the tax rate should not be so great compared to other jurisdictions that the activity is induced to leave the city.

POLICY 10

ENHANCE THE WORKING ENVIRONMENT WITHIN INDUSTRIAL AREAS.

Public efforts to enhance the environment of industrial areas with little or no cost to the city should also be pursued. The promotion of a limited number of small retail areas, restaurants, small parks, and pleasant sidewalks would serve to improve the environment of many dreary industrial areas. City actions of this sort can significantly influence the attractiveness and appeal of industrial neighborhoods.

POLICY 11

MAINTAIN AN ADEQUATE SUPPLY OF SPACE APPROPRIATE TO THE NEEDS OF INCUBATOR INDUSTRIES.

Small, emerging industries in the City, many utilizing new technologies, are dependent on relatively inexpensive space accessible to prospective markets. Examples of these "incubator" type industries include electronic data processing firms, business services, apparel manufacturing and design, crafts manufacturing, etc. During the early stages of developments, while markets are being established, fixed costs such as rent and transportation must be kept at minimal levels. Larger, older buildings with storage and loft space are particularly valuable. The South of Market area is currently serving as a functional area containing a supply of such spaces needed by new businesses. The maintenance of a reservoir of such spaces, which can fulfill these needs is needed.

MARITIME

OBJECTIVE 5

REALIZE SAN FRANCISCO'S FULL MARITIME POTENTIAL.

San Francisco began and has developed as a maritime City. The city offers great natural advantages as a port. Maritime activity has stimulated the development of San Francisco as a commercial center of the West Coast and has contributed as much to the special flavor of San Francisco.

The city has been a gateway to the West and the world beyond. The advents of rail, highway travel, air transportation and telecommunications have, however, increasingly lessened San Francisco's dependence on water-related activity. Other Bay ports have matured and San Francisco has lost its preeminence as a port city, and much of its waterfront is under-utilized. However, the role of maritime activity in San Francisco's economy remains significant in terms of the jobs it offers to skilled and semi-skilled workers. In addition, most maritime activity offers the additional benefit of being a relatively "clean" industrial activity; many of its potential adverse consequences, such as congestion and noise, can be overcome.

The prospects for strength and considerable growth in world and Bay Area maritime activity are optimistic. Rail rates and shipping times to the East, for example, are the same for all Bay Area Ports. However, San Francisco has not capitalized on this growth potential. A lack of adequate financial and management resources, utilization of developing technologies, necessary land for development and the financial burden of maintaining existing facilities have contributed to this situation.

POLICY 1

DEVELOP AND IMPLEMENT A COMPREHENSIVE LONG-RANGE MARITIME DEVELOPMENT PROGRAM FOR THE PORT.

Cargo traffic through the Bay Area is expected to continue to grow at least through the year 2000. Ports which can offer the fastest movement of goods at the least cost will capture increasingly greater shares of this growth. In recent years port development and expansion has been achieved by the aggressive and foresighted utilization of new technologies and techniques such as containerizaton, lighter aboard ship, roll on -roll off, mini- and maxi-bridge and automated dry-bulk feeders.

The Port should develop and carry out a comprehensive long-range maritime development program which assesses future cargo market demand, developing technologies which might be employed in San Francisco to meet the demand, and land and capital investment which will be necessary to permit San Francisco to capture a reasonable share of the market.

POLICY 2

FOCUS INVESTMENT ON THOSE PORT FEATURES IN WHICH SAN FRANCISCO HAS A NATURAL ADVANTAGE. CREATE COMPETITIVE ADVANTAGES BY PROVIDING MORE COST EFFICIENT FREIGHT HANDLING FACILITIES.

It is particularly important to focus limited resources on those areas in which San Francisco has a competitive advantage rather than to provide facilities to compete with other Bay ports for the same market. For example, San Francisco has one of the greatest potentials for deep-water port development on the West Coast. It also retains its attractiveness as a break bulk port. On the other hand, it has only a limited ability to compete for the container market: unstable land fill conditions make the cost of preparing suitable back-up space extremely high.

It may be possible in the future to create competitive advantages by anticipating future shipping needs and technologies. Inevestments will necessarily be selective because funds will be limited. Investment strategy therefore should include an assessment of natural advantages and of the potential for increasing competitive advantages by use of advanced technologies.

POLICY 3

AGGRESSIVELY MARKET EXISTING MARITIME FACILITIES.

Facilities such as the Grain Terminal, the Free Trade Zone and Pier 80 are presently underutilized. New container facilities are not being used to their maximum potential.

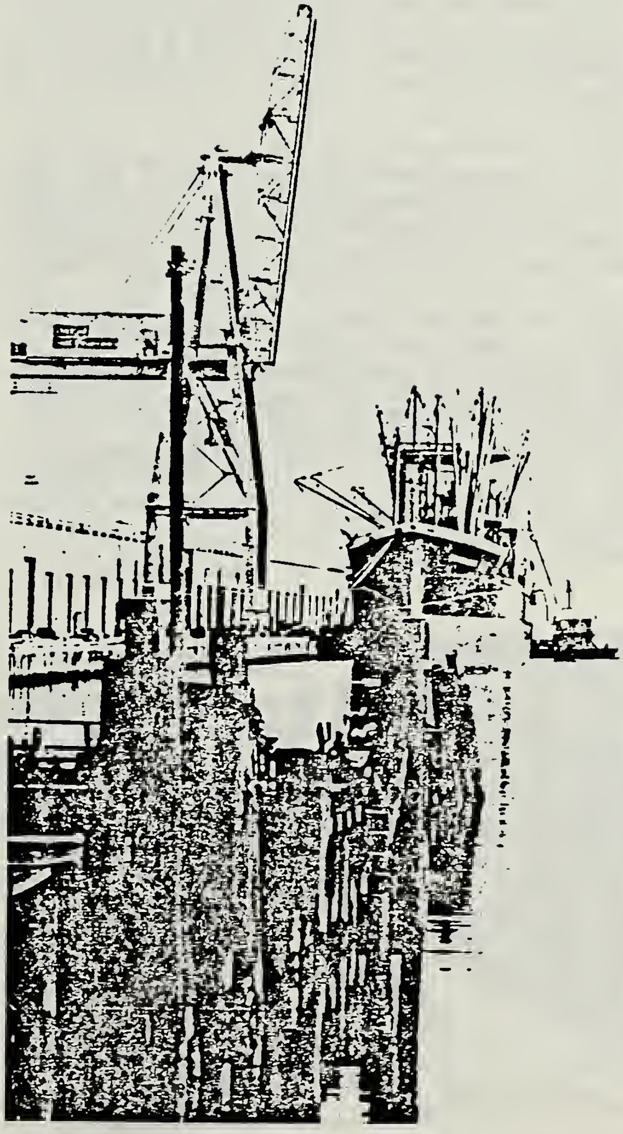
While the long term growth and competitive advantage of the Port may be realized through initiation of new capital investments, it is also important to maximize the return on existing maritime facilities. This will require aggressive promotional and marketing techniques.

POLICY 4

AVOID ACTIONS WHICH MAY SERVE TO DISPLACE DESIRED EXISTING MARITIME USES.

Historically, maritime activity in San Francisco was principally located along the Northern Waterfront. Expansion of office uses within the Embarcadero Center, and the development of residential uses in the Golden Gateway Project have resulted in increased pressure on maritime uses in the Northern Waterfront area. This expansion should not be permitted to encroach on designated martime areas as long as maritime use remains feasible.

Available waterfront land is a limited resource and maritime activity remains vital to the city's economy. It should therefore have priority use of waterfront lands that it may realistically need to survive. Specifically, piers in active maritime use should remain so unless it can be clearly established that the maritime use can be relocated elsewhere on the waterfront and the area put to a more desirable use.



POLICY 5

ASSURE ADEQUATE FUNDING FOR CAPITAL INVESTMENTS AS WELL AS OPERATIONAL EXPENSES OF THE PORT.

All major ports are subsidized in some form. Some receive tax overrides or have independent taxing authority. Others receive oil royalties or airport revenues. Public funds spent to aid and enhance a port's operation can be an excellent investment by providing jobs and direct and indirect revenues.

The Port of San Francisco has financed its operation and development since it came under local control by means of its revenues and a general obligation bond. However, there is increasing likelihood that the Port's costs will soon exceed its revenues.

Both the capital investment necessary to regain competitive advantage and the funds necessary for proper operation of existing facilities must be assured. If sufficient revenues to meet Port needs are not forthcoming, some form of public subsidy should be provided. Although the City took over the Port from the State with the pledge that the Port would not go on the taxrolls, changed circumstances may necessitate and justify a modification of that commitment.

POLICY 6

FOSTER THE RELATION OF MARITIME ACTIVITY TO OTHER SEGMENTS OF SAN FRANCISCO'S ECONOMY.

Many of San Francisco's commercial activities such as financing, warehousing, and import-export activities grew historically as a result of their close relationship to maritime trade. That link between national and international trade and San Francisco's economic health has not diminished to this day, though other modes of transport and communications have supplemented shipping. It is a source of competitive advantage vis-a-vis other Bay Area and western ports and should be exploited.

Those who ship or receive cargo benefit from a port in closer proximity to their home office or ultimate point of delivery where inspections, drayage or deliveries are easier. Many service industries and offices serving maritime trades throughout the Bay Area are located in San Francisco by historical precedent and benefit by a proximity of their customers or clients.

POLICY 7

RESTORE THE FISHING INDUSTRY IN SAN FRANCISCO.

Generations of visitors have been charmed and many tables graced by the San Francisco fishing fleet. The many restaurants and close residential areas created a significant market for their catch. Fishing has benefited San Francisco's economy as employer, retailer and as a part of the large and growing tourist industry.

In recent years, however, the facilities for docking and fish processing have deteriorated and the fleet has diminished. Local unavailability of fish and the high cost of land and facilities in San Francisco have had serious effects on the industry.

Commercial fishing, fish processing and businesses which provide services to the fishing fleet should be encouraged and expanded, particularly in the area of the Hyde Street Pier and Pier 45.

POLICY 8

ENCOURAGE MARITIME ACTIVITY WHICH COMPLEMENTS VISITOR ACTIVITY AND RESIDENT RECREATION.

San Francisco has long been a romantic terminus for passenger ships. These activities have contributed to the positive image of the Port of San Francisco as well as brought visitors to the city. While the airplane has replaced the ship as the primary means of personal transoceanic travel, the declining passenger ship activity has been stabilized by the emergence of cruise ships. For these ships, San Francisco may be an embarcation point or a stop en route. Facilities for passenger ships have, however, deteriorated in recent years. Pier 35, the pier now used, is old and in need of modernization. However, it affords a dramatic entrance or exit from San Francisco, is close to other visitor attractions, and is convenient to hotels and lend transportation. These passenger facilities should be maintained and improved.

Boating has become an increasingly popular recreational sport. Additional small boat marinas along the San Francisco Waterfront can provide attractive, low cost assets which bring revenue to the city and should be provided at appropriate locations.

POLICY 9

REESTABLISH HUNTER'S POINT NAVAL SHIPYARD AS A MAJOR SOURCE OF MARITIME EMPLOYMENT AND ACTIVITY.

Until its closure in 1974, the Hunter's Point Naval Shipyard was a major source of maritime employment and activity, both military and civilian. At its peak, the shipyard was one of the largest industrial employers in the city. Efforts to revive use of its facilities should be encouraged. In addition to the important ship repair, ship building, docking and other industrial facilities which remain but are unused, the shipyard presents opportunities for additional industrial and maritime uses. Perhaps its most important asset is its proximity to natural deep water. There is the potential for the development of a deep water port designed to carry high capacity bulk cargoes. West Coast ports, such as Long Beach, Portland and Seattle, are investigating and pursuing their own potential for deep water port development. Vancouver has developed a deep water port. Hunter's Point appears to offer one of the best and least expensive opportunities for such a facility if some of the environmental problems it poses can be solved.

POLICY 10

INCREASE COOPERATION AMONG BAY PORTS.

San Francisco has suffered in the recent competition with Oakland and to lesser extent other Bay Area ports. They have been better able to marshal requisite capital and land to take advantage of new technology. This process of shifting to new facilities occurs in every major world port, but in almost all situations the old and new facilities are controlled by the same agency or jurisdiction. To remain competitive, ports must be prepared to offer a range of services and hope that resources are sufficient to prepare for and take advantage of new technology.

National and international shippers view the Bay Area as a single destination since times and rail links are the same. The economics of Bay Area communities are linked by workers and trade and could benefit by mutual cooperation. Bay Area ports should work to avoid unnecessary duplication of facilities and encourage each port to develop its own particular strengths. It may be that in the long run a single regional port agency will best serve everyone's interest.

POLICY 11

PURSUE PERMITTED NON-MARITIME DEVELOPMENT ON PORT PROPERTIES.

The Port of San Francisco is the owner of more land along the waterfront than is likely to be put into maritime use. Some of these properties, primarily, but not exclusively, the area from North China Basin to Fisherman's Wharf, are suitable and attractive for residential, commercial or recreational uses.

In the past, non-maritime development on port properties, particularly development on piers over the water, has been plagued by community disagreement and by conflicting plans for the various public entities that must approve non-maritime development. The "Plan for the Northeastern Waterfront," which is part of the City's Master Plan, was developed with the participation of diverse interests in the waterfront and it has been endorsed by the Port Commission. It also is consistent with the Bay Conservation and Development Commission's Plan for the San Francisco Waterfront. These plans permit, in various locations, non-maritime development which will not usurp or conflict with maritime development and which will provide substantial revenues to the Port and the City while at the same time contributing to the environmental quality of the area. These opportunities should be vigorously pursued by the Port or some other agency on behalf of the Port to provide needed revenues for development of the Port's maritime facilities.

DOWNTOWN OFFICE -- DOWNTOWN RETAIL

See "SPACE FOR COMMERCE" Section of the Downtown Plan

NEIGHBORHOOD COMMERCIAL

OBJECTIVE 8

MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL DISTRICTS READILY ACCESSIBLE TO CITY RESIDENTS.

San Francisco is well known as a city with many distinct and diverse neighborhoods. The livability and character of these neighborhoods are determined by a combination of many factors including the quality of the housing stock, open space, topography, transportation, and delivery of human services. One important determinant of neighborhood livability is the accessibility shopping areas which provide retail, personal, and professional services to local residents.

In addition, neighborhood commercial districts constitute an important part of the city's economic base, contributing to the city's fiscal stability through business taxes, and providing local employment opportunities.

The viability of a neighborhood commercial district depends primarily on its ability to provide required services and maintain customer patronage. The successful district provides a variety of goods and services in an atmosphere of safety, convenience and attractiveness.

POLICY 1

PROMOTE THE MULTIPLE USE OF NEIGHBORHOOD COMMERCIAL AREAS WITH PRIORITY GIVEN TO NEIGHBORHOOD-SERVING RETAIL AND SERVICE ACTIVITY.

The primary function of the neighborhood commercial district is to provide a safe, convenient and attractive area with a sufficient number of stores to offer a variety of goods and services to local residents at affordable prices. However, neighborhood commercial districts may also contain shops and restaurants catering to a clientele extending well beyond the immediate neighborhood. In addition, the district may also serve as a focal point for other community activities including recreational, civic, and cultural functions. Many neighborhood commercial districts also contain residential dwelling units, generally in the form of apartments and flats built above commercial spaces.

POLICY 2

PROMOTE NEIGHBORHOOD COMMERCIAL REVITALIZATION.

The ultimate success of a neighborhood commercial district depends upon factors which are beyond the scope of the public sector. Private sector investment must bear primary responsibility for economic revitalization and the maintenance of neighborhood commercial districts. A viable commercial district can only exist if the goods and services available are appropriate to the population it serves.

However, effective neighborhood commercial revitalization can rarely take place in the absence of a strong city commitment to assist local businesses and to provide the physical improvements and public services necessary to ensure confidence in local investors. The City must provide police and fire protection, adequate maintenance of streets, sidewalks and sanitation services, as well as proper enforcement of zoning, health and building codes to ensure the health and safety of merchants, residents and shoppers. Capital improvements should be made as required, including lighting, street furnishings, public spaces, and mini-parks. Traffic circulation, transit, and parking availability should be managed to allow maximum accessibility to the retail corridor with a minimum of congestion and disruption to the neighborhood.

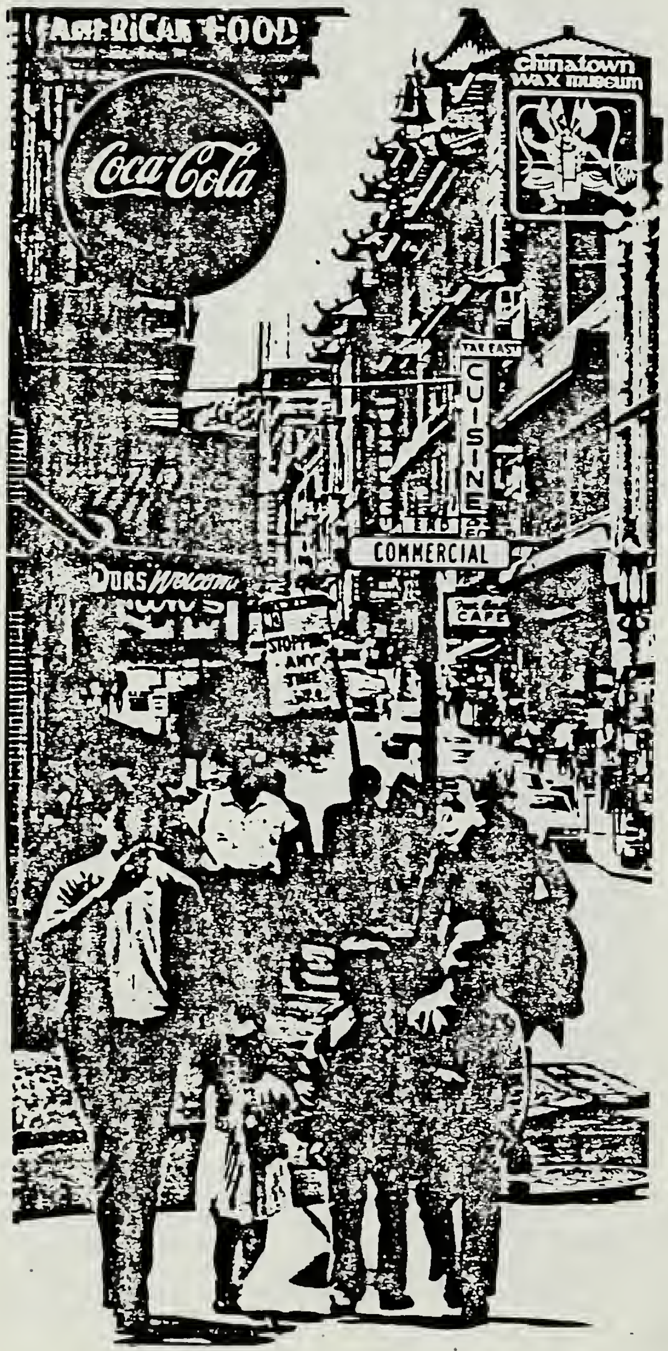
Commercial districts serve as the primary locations for neighborhood-serving retail and service activity. Because there are alternate locations for the other uses, preference should be given to neighborhood-serving commercial uses in these districts, emphasizing retail and service uses on the ground floor. Special efforts should be directed at protecting the diversity of neighborhood-serving uses from overconcentration of any given use such as financial institutions, bars, or restaurants. However, the importance of employment opportunities, community activities, and housing availability is such that these other uses, especially residential units, should be encouraged in neighborhood commercial districts when they do not threaten the essential commercial viability of the district by occupying space which would otherwise be devoted to neighborhood serving commercial activity.

Because of this important relationship, efforts to upgrade neighborhood commercial districts should occur in conjunction with efforts to improve the quality of the surrounding community, with respect to physical condition of the housing stock, recreation and open space, and delivery of services.

Almost all successful neighborhood commercial revitalization efforts are initiated by local businessmen with a strong desire and commitment to upgrade their businesses, property and neighborhoods. Because revitalization of an entire commercial district requires diligence and cooperation of all merchants and property owners sustained over a long period of time, a strong merchants' association is essential.

The City should provide businessmen who have exhibited a strong commitment to upgrade their areas with assistance in organizing or strengthening their merchants' association and preparing and carrying out their improvement.

In addition, the City should take an active role in encouraging cooperation and participation in commercial revitalization efforts by State and Federal agencies, private financial institutions, and local landlords, homeowners and residents. Community organizations involved in community development activities and the media should also be encouraged to support and assist in revitalization efforts.



POLICY 3

PROTECT ENVIRONMENTAL QUALITY IN NEIGHBORHOOD COMMERCIAL AREAS.

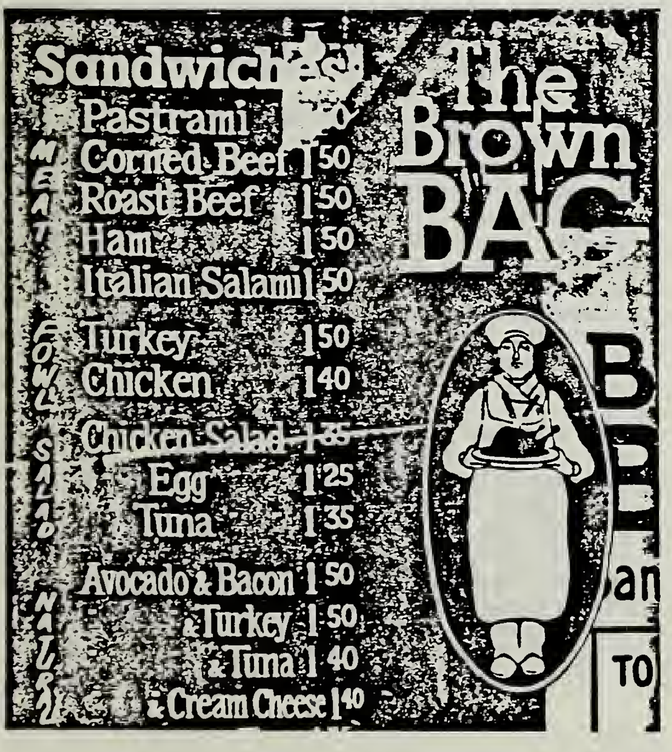
Most of San Francisco's neighborhood commercial districts were developed concurrently with residential development and both have physical forms which relate to the needs and tastes prevalent during the first half of this century. During this period commercial units were built along streetcar lines and at major street intersections, often with residential flats on the upper floors, thus creating the familiar "linear" or "strip" commercial districts.

The importance of the automobile to the consumer's shopping trip must be recognized, particularly when many or large and bulky items are to be purchased. However, San Francisco's charm stems from its urban, rather than suburban, character. Preservation of traditional pedestrian and transit oriented compact commercial districts should be encouraged by discouraging through traffic and reducing its speed and by protecting the safety of pedestrians through the use of mid-block crosswalks, corner bulbs and encouraging pedestrian amenities such as mini parks and small public open spaces.

Continuous commercial frontage at the street level is especially important in small commercial districts. It helps to prevent the fragmentation and isolation of fringe areas, a phenomenon which tends to reduce pedestrian accessibility and detracts from the physical and aesthetic cohesiveness of the district. For these reasons, the following principles should be used in guiding development in neighborhood commercial districts:

- Encourage continuous building facades with retail or service activity on the ground floor.
- Discourage open parking lots, blank building walls, driveways, vacant lots or massive developments of any form.
- Encourage professional uses to locate above the ground floor, maintaining a balance with existing residential uses.

When a neighborhood shopping district begins to attract citywide or even regional clientele it may experience changes in character of its businesses and increases in traffic and parking congestion to such as extent that the district is no longer a source of neighborhood vitality, but rather a major disruption to neighborhood life. In such cases it may be necessary to impose reasonable limits on the number of establishments that are not primarily neighborhood serving in order to prevent further damage to the residential livability of the neighborhood. In any event, new uses should meet performance standards that will serve to minimize their impact on adjacent residential areas. Particular care should be taken with respect to the appearance of uses such as adult movies and bookstores which for legal or other reasons cannot be excluded from commercial areas, but which unless adequately controlled can be particularly disruptive to neighborhood tranquility.



POLICY 4

MAINTAIN A PRESUMPTION AGAINST THE ESTABLISHMENT OF MAJOR NEW COMMERCIAL DEVELOPMENT EXCEPT IN CONJUNCTION WITH ADEQUATELY SUPPORTIVE RESIDENTIAL DEVELOPMENT AND PUBLIC/PRIVATE TRANSPORTATION CAPACITY.

Economic growth exhibited in any given commercial area, when viewed from a citywide or regional perspective may not represent "real" or absolute growth but rather a relocation of economic activity from another commercial area which is experiencing decline. "Real" growth of retail activity requires an actual increase in expenditures which is directly linked to increases in disposable personal income. Because there are opportunities for business expansion within existing commercial areas, major new commercial development should be discouraged unless a significant new market is being created to support the proposed development.

POLICY 5

ENCOURAGE COMMUNITY-BASED ECONOMIC DEVELOPMENT.

Community development corporations can with the proper leadership and direction, provide a useful vehicle for community ownership of local business enterprises providing employment to community residents or can be spent for needed community services. Encouragement and assistance should be given to organizations having the potential of successfully carrying out local economic development projects.

GOVERNMENT, HEALTH AND EDUCATION SERVICES

OBJECTIVE 9

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL AND REGIONAL CENTER FOR GOVERNMENTAL, HEALTH, AND EDUCATIONAL SERVICES.

San Francisco has long been recognized as a regional center for governmental, educational, and health services. As the Bay Area population outside San Francisco has required additional governmental and educational services, San Francisco's relative share of regional employment growth in this sector has diminished somewhat. However, San Francisco retains its preeminence as a regional center for state and federal governmental functions and for medical services. These services are projected to be among the fastest growing employment sectors of the San Francisco economy in future years. New employment opportunities are expected to be available at all occupational levels, from highly skilled professional positions to semi-skilled service positions due to improved technology and expanded federal funding.

During the last decade the delivery capability of medical services has increased significantly. Newly emerging medical centers and clinics have clustered around hospital facilities which are expanding themselves. Educational institutions located in residential areas have also experienced significant growth in recent years in response to changing social and educational values of contemporary students. As the institutions expanded curricula and physical facilities to accommodate larger enrollments and changing educational demands, adjacent residential areas in the city have begun to feel the impact of more intensely utilized school sites.

Because governmental, health and educational services provide valuable services to residents and constitute a significant share of employment opportunities to local residents, it is important to preserve the vitality of this sector. However, future growth must be managed to achieve equitable distribution of benefits to all geographical and cultural sub-populations of the city and to minimize associated adverse effects on surrounding areas.

POLICY 1

PROMOTE SAN FRANCISCO, PARTICULARLY THE CIVIC CENTER, AS A LOCATION FOR LOCAL, REGIONAL, STATE AND FEDERAL GOVERNMENTAL FUNCTIONS.

In a manner similar to other economic functions such as office uses and institutions, physical proximity of various governmental activities is important to the efficient functioning of daily activities of related agencies. The city should strengthen the locational advantages of this clustering of governmental services by insuring provision of an adequate amount of space in the Civic Center area to serve this function without endangering surrounding residential areas.

Governmental activities also serve as an important resource for employment opportunities, particularly for men and women with entry level clerical skills. Individuals working for governmental agencies in and around the Civic Center can avail themselves of excellent transit service to the Center, lessening the need to utilize automobiles. The Civic Center is also near areas of high unemployment.

POLICY 2

ENCOURAGE THE EXTENSION OF NEEDED HEALTH AND EDUCATIONAL SERVICES, BUT MANAGE EXPANSION TO AVOID OR MINIMIZE DISRUPTION OF ADJACENT RESIDENTIAL AREAS.

The continued, controlled expansion of educational and medical institutions is important to the city in the provision of valuable and needed services to residents and employment opportunities. Medical care and hospitals are important in neighborhoods which would otherwise be relatively isolated from treatment facilities. Evening and adult schools provide possibilities for working individuals to extend their vocational or casual interests. These institutions also provide extensive employment opportunities and training opportunities. Institutional growth is also anticipated to create many new jobs for residents in areas of the city other than downtown.

The expansion needs of institutions often conflict with efforts to preserve and protect the scale and character of residential neighborhoods. Large educational and medical institutions attract people from outside a neighborhood, aggravating traffic and parking problems. Institutional buildings tend to be larger in scale and more intensely used than residential buildings which often surround them. In addition, institutional expansion often requires removal of housing and displacement of residents.

To minimize the disruption caused by institutional expansion, the city should continue its policy of reviewing expansion plans. This review examines the needs of adjacent resident areas for housing, on-street parking and safe, quiet streets as well as the needs of the institution. Educational and medical institutions are required to develop and submit master plans to the city prior to any specific expansion request. Such master plans define long-term and short-range development plans of the institution. The early review of institutional development plans will permit exploration of alternate ways to address the needs of the institution in order to minimize potential conflicts with the residential area.

POLICY 3

PROMOTE THE PROVISION OF ADEQUATE HEALTH AND EDUCATIONAL SERVICES TO ALL GEOGRAPHICAL DISTRICTS AND CULTURAL GROUPS IN THE CITY.

San Francisco has a well developed public health care delivery system with well staffed and equipped public and private hospitals. Unfortunately, the clustering of many of these major facilities in relatively few areas creates problems in the adjacent residential neighborhoods. This clustering also serves to limit access of residents in other parts of the City to the health care and employment opportunities which these large institutions offer.

Similar distribution and accessibility problems exist with respect to educational and job training institutions.

The city should actively encourage the decentralization of major institutional facilkities to other areas of San Francisco, particularly those presently without adequate services. Vacated school sites and facilities should be examined as a potential expansion resource. There also exist areas of underutilized land in the city in which the physical impact of institutional development would be acceptable and might even provide the necessary impetus for desired new community development.

VISITOR TRADE

OBJECTIVE 10

ENHANCE SAN FRANCISCO'S POSITION AS A NATIONAL CENTER FOR CONVENTIONS AND VISITOR TRADE.

Recognition of San Francisco as a center for tourism and visitor trade extends throughout California, the United States, and the world. The city serves as a major West Coast destination for travelers who come to enjoy sightseeing, to attend national conventions, or to complete business transactions.

Visitor trade constitutes an important economic base for San Francisco and is responsible for employing, directly and indirectly, more residents than any other economic sector. It generates substantial revenues in many related economic areas including transportation, general merchandising, eating and drinking places, food stores, other retail trade, motor vehicles and service stations, personal services, and entertainment and recreation. By far the lrgest expense for visitors is hotels or motels, followed by restaurants and retail sales.

Such spending is important, for it stems from sources outside the Bay Area, and thus provides a substantial input of new dollars to the local economy. The expenditure of these new dollars in the local economy has a powerful effect in generating additional spending by local merchants and, in turn, generates higher personal incomes for resident owners and employees of visitor trade facilities. Tourist demand also has the effect of expanding the availability and selection of local goods and services.

In addition to providing the city with added revenues, visitor trade provides significant employment opportunities to San Francisco residents in the service occupations. Many of these jobs can be filled by low and semi-skilled workers who may have limited employability in other employment sectors.

While the economic benefits of visitor trade are felt in the employment and earnings sectors of the economy, certain adverse impacts are also related to tourism. Among these are added density and congestion in some parts of the city; strains on parking, mass transit, and other important municipal services. The most obvious negative aspect of increased tourist activity is increased pedestrian and vehicle congestion at points of interest. This not only reduces local residents' ability to enjoy the event, but may ultimately limit the attractiveness to out-of-town visitors. If congestion spills over into the surrounding residential or commercial business areas, the mobility in and quality of these areas is impaired. Also, in certain commercial areas, efforts to cater to visitors' tastes have altered the mix of goods and services offered to the extent that local demands are no longer met. In instances, the quality of merchandise and services has also declined. There are, therefore, a number of tourism related impacts that may negate the economic and employment benefits of tourism.

POLICY 1

GUIDE THE LOCATION OF ADDITIONAL TOURIST RELATED ACTIVITIES TO MINIMIZE THEIR ADVERSE IMPACTS ON EXISTING RESIDENTIAL, COMMERCIAL, AND INDUSTRIAL ACTIVITIES.

While growth in tourism provides San Francisco with economic and employment benefits, unchecked expansion of the tourist industry can have negative implications for the quality of the city's neighborhoods, and for certain sectors of the economy.

It is therefore important to weigh both the costs and benefits of each specific proposal to expand or promote visitor trade. Activities should be designed and controls should be provided to minimize adverse impacts on surrounding residential, commercial, and industrial activities. The various activities comprising the visitor trade industry naturally tend to locate in geographical proximity to one another just as in other sectors of the economy. This natural tendency should be encouraged for several reasons. San Francisco's attractiveness to the visitor is enhanced by its compact, urban form which allows the visitor to move easily from hotel accommodations and restaurants to convention facilities, sightseeing interest, business appointments, and entertainment. In addition, the geographical proximity of visitor attractions to one another lessens the need for automobile or transit trips, and provides the least additional strain on the city's public transportation system. Finally, the location of visitor related activities within established activity areas may reduce the potential for tourism's negatively associated impacts upon the quality of the city's residential neighborhoods.

Therefore, the city should encourage additional visitor oriented facilities to locate in those areas where visitor attractions and business and convention facilities are at the present time primarily concentrated.

POLICY 2

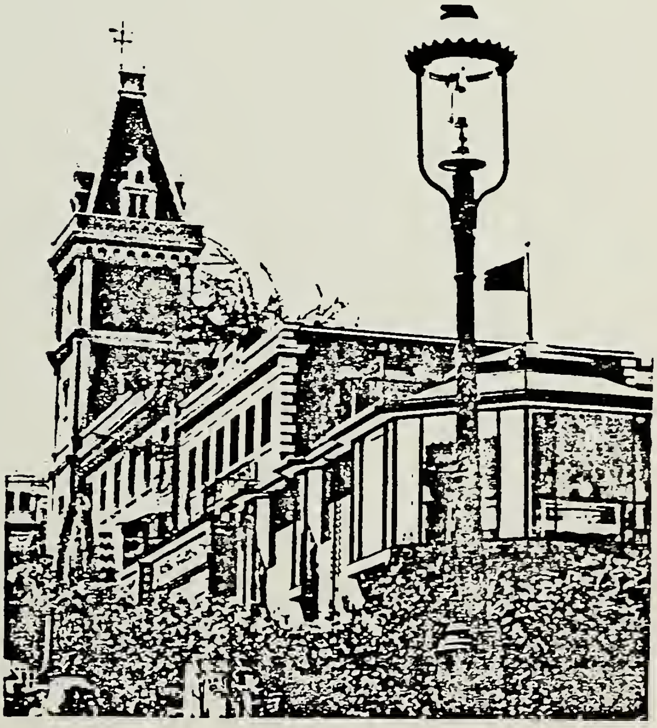
SUPPORT LOCALLY INITIATED EFFORTS TO IMPROVE THE VISITOR TRADE APPEAL OF NEIGHBORHOOD COMMERCIAL DISTRICTS.

Encouraging greater use of neighborhood commercial districts by visitors can be an effective way of providing economic stimulus to such areas and of spreading the benefits as well as impacts of tourism. Care must be taken, however, to avoid situations where the tourist appeal drives out neighborhood services and creates major problems for adjacent residential areas.

POLICY 3

ASSURE THAT AREAS OF PARTICULAR VISITOR ATTRACTION ARE PROVIDED WITH ADEQUATE PUBLIC SERVICES FOR BOTH RESIDENTS AND VISITORS.

Public services such as transit, and visitor information, benches and restrooms, as well as police, fire, and street cleaning, are especially important at areas of particular visitor attraction. Provision of high quality services is one direct method the city can employ to promote visitor trade in San Francisco. Where appropriate, additional public facilities designed to serve expanding visitor trade should be provided. The anticipated development of the Exhibit Hall in Yerba Buena Center will greatly increase the impact of visitors and conventioneers within the downtown area. Care should be taken to assure this increased activity is adequately accommodated with existing and planned public service systems.



SAN FRANCISCO MASTER PLAN

RECREATION AND OPEN SPACE

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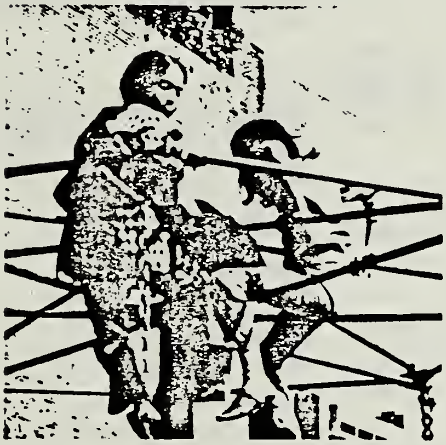


The Plan for Recreation and Open Space was adopted by Resolution 7021 of the San Francisco City Planning Commission on May 24, 1973.

SUMMARY OF OBJECTIVES AND POLICIES

THE BAY REGION

OBJECTIVE
PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

POLICY 1
Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

POLICY 2
Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

POLICY 3
Establish a regional agency responsible for open space regulation, acquisition and management.

THE SAN FRANCISCO SHORELINE

OBJECTIVE
MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

POLICY 1
Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

POLICY 2
Improve the quality of existing shoreline recreation areas.

POLICY 3
Provide new public parks and recreation facilities along the shoreline.

POLICY 4
Preserve the open space and natural character of the Presidio.

CITYWIDE SYSTEM

OBJECTIVE
DEVELOP A DIVERSIFIED AND BALANCED SYSTEM OF CITYWIDE RECREATION AND OPEN SPACE.

POLICY 1
Preserve public open space.

POLICY 2
Acquire additional citywide open space for public use.

POLICY 3
Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

POLICY 4
Require usable outdoor open space in new residential development. Encourage creation of recreation space in existing development.

POLICY 5
Develop a master plan for Golden Gate Park.

NEIGHBORHOODS

OBJECTIVE
PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 1
Make better use of existing facilities.

POLICY 2
Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

POLICY 3
Give high priority for recreation improvements to high-need neighborhoods.

THE BAY REGION

OBJECTIVE

PRESERVE LARGE AREAS OF OPEN SPACE SUFFICIENT TO MEET THE LONG-RANGE NEEDS OF THE BAY REGION.

The Bay Area has developed to the point where an extensive regional open space system is needed. Such a system should preserve undeveloped or predominantly undeveloped land or water area which has value for 1) conservation of land and other natural resources, 2) recreation and park land, 3) historic or scenic purposes, 4) controlling the location and form of urban development, and 5) agriculture.

Areas which should remain in open space because they have one or more of these characteristics have been identified in the Association of Bay Area Governments (ABAG) Regional Plan and the Bay Conservation and Development Commission (BCDC) Bay Plan. Some areas include major natural features of the region such as coastal plains, beaches, portions of the Bay and its shoreline, vineyards, or forests. Other areas have been designated as open space because of the natural resources they contain, or because of their proximity to urbanizing areas. Taken together, the areas designated in these plans provide a sound basis for developing a city-centered region with sufficient open space. As additional plans are completed for the coastline and other areas, they should be used as a basis for acquiring open space.

POLICY 1

Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Unlike urban parks, which usually are man-made, regional open spaces often encompass delicate ecological systems which are strained when subjected to intensive recreational use. Since natural open spaces are not easily obtained in the city, it is in San Francisco's interest that new regional parks are acquired as needed and that existing open spaces are not overloaded or environmentally damaged. The city also has a special interest in seeing that the regional open spaces acquired supplement the types of recreation offered in the city.

In general, recreational activities in regional open spaces should be oriented around the natural qualities of the area. Natural site characteristics should be the primary determinants of the types of recreational activities allowed. Construction should be limited to facilities whch support these activities. Fire and access roads and parking facilities or other necessary improvements should be designed for minimal environmental impact. Use of the automobile should be carefully limited. In most cases, the automobile should be relied upon for initial access only; for internal circulation, emphasis should be on foot trails or some form of public transit. When supporting facilities are required, they should be thoughtfully designed, inconspicuous, and in keeping with the surrounding environment.

POLICY 2

Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

Many State and National Parks are located a considerable distance from densely populated urban areas. Automobile access is usually required. Most of these parks are excellent for vacations, but they are often impractical for weekend or day use.

While overloading parks should be avoided, cost or inconvenience should not in itself exclude people from parks. Rather, user costs should be held low, accessibility improved, and new regional parks located close to cities. At the same time access is made easier, recreational activities in parks should be carefully managed to prevent overuse and environmental damage.

Improved public transit is key to increasing the accessibility of regional parks. Frequent and convenient transit service will make it easier for people who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce the impact of the automobile on the natural landscape. Transit can also be used to shift demand from crowded parks to lesser known facilities.

A regional bikeway system should be developed to provide for more recreational transportation to regional open space areas. The bicycle can provide another alternative to the automobile for access to recreation areas at minimal cost with little or no adverse effect on the community or open space.

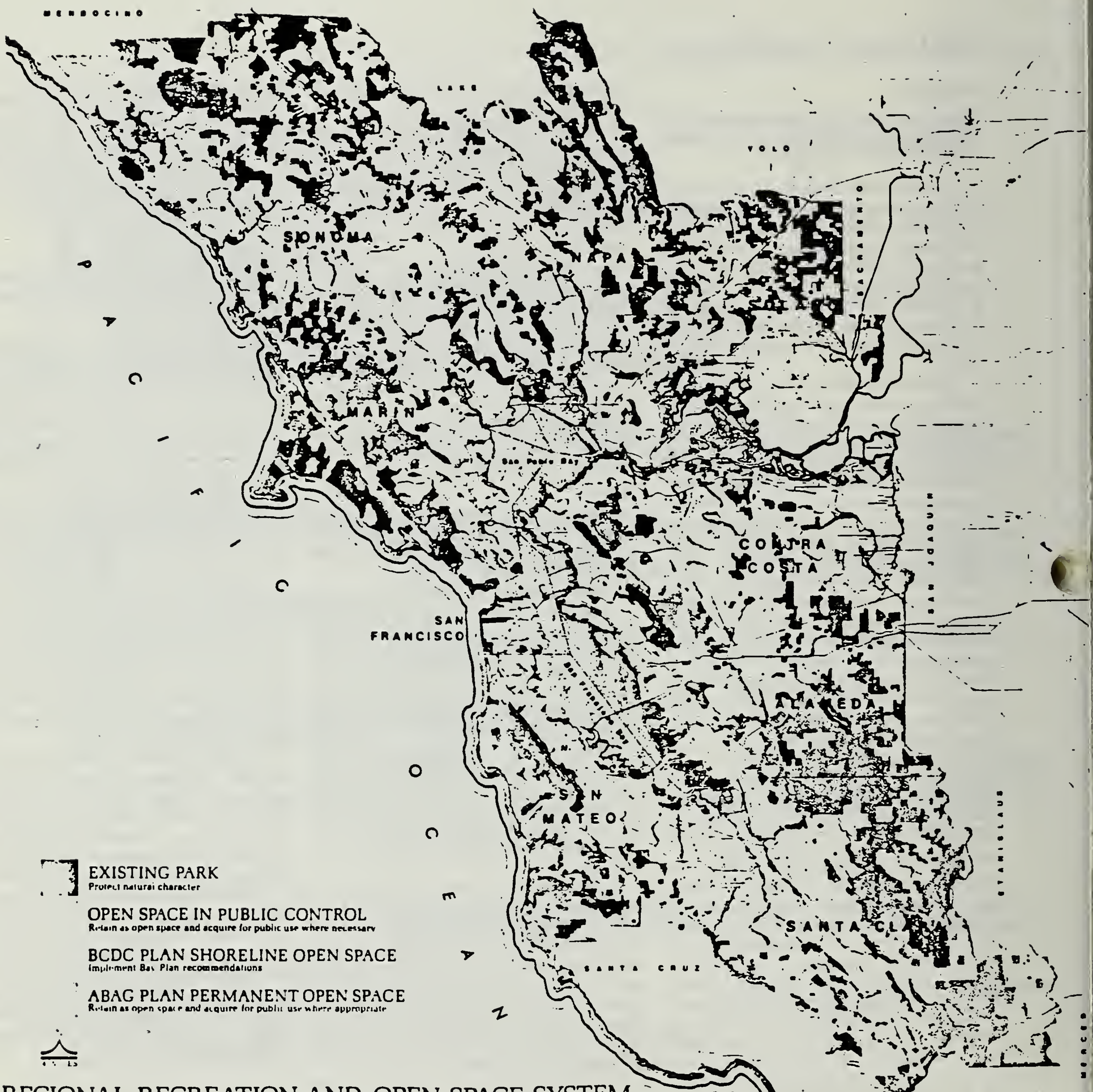
POLICY 3

Establish a regional agency responsible for open space regulation, acquisition and management.

Preserving a regional open space system is beyond the scope of the seventy-odd local governments in the nine-county Bay Area. Valuable open spaces cross city and county lines and individual municipalities have neither the regulatory powers nor the funds to retain them. Preservation of such spaces will depend upon regional action.

Regional open space should be handled by a regional agency. Because of the interdependence of open space, transportation, air and water quality, and other regional issues, it may eventually be desirable to consolidate the open space agency with other regional agencies. The Bay Area should not, however, make a regional open space agency contingent upon a more comprehensive regional organization. The rapid rate of urbanization in the Bay Area necessitates prompt establishment of an agency equipped to develop and maintain a regional open space system.

The form that such an agency should take has been the subject of extensive study and discussion. There is general agreement on some basic points: the agency should have the authority to 1) enact an official regional plan and have temporary permit powers over all open spaces of regional value until the plan is adopted, 2) acquire open space through the eminent domain process, and 3) raise money to purchase, manage and develop the regional open space system through methods such as grant application and taxation. Since property taxes are closely related to open space preservation, the new agency should also be able to regulate tax policy on open space designated in the regional plan.


MENDOCINO
LAKE
YOLO
SACRAMENTO
SONOMA
NAPA
MARIN
San Pablo Bay
CONTRA COSTA
SAN JOAQUIN
SAN FRANCISCO
ALAMEDA
SAN MATEO
SANTA CL
SANTA CRUZ
STANISLAUS
MERCED
SAN BENITO
PACIFIC OCEAN
EXISTING PARK
Protect natural character
OPEN SPACE IN PUBLIC CONTROL
Retain as open space and acquire for public use where necessary
BCDC PLAN SHORELINE OPEN SPACE
Implement Bay Plan recommendations
ABAG PLAN PERMANENT OPEN SPACE
Retain as open space and acquire for public use where appropriate

REGIONAL RECREATION AND OPEN SPACE SYSTEM

THE SAN FRANCISCO SHORELINE

OBJECTIVE

MAINTAIN AN UNBROKEN STRETCH OF PUBLIC OPEN SPACE FROM FORT FUNSTON THROUGH AQUATIC PARK. RETAIN THE NATURAL CHARACTER OF OPEN SPACE AREAS FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

The Pacific Ocean, San Francisco Bay and their respective shorelines are the most important natural resources in San Francisco. Their open space potential is considerable. Together they offer unlimited opportunities for water-oriented recreation. They are the pride of San Francisco's views and the source of the city's agreeable climate.

The recreation potential of the shoreline, however, has yet to be realized. San Francisco's shoreline accommodates several uses including open space, military, port, industrial and commercial uses. Despite the fact that a sizable proportion of the shoreline is in public ownership, access to the water, except at the ocean, is sporadic and limited; very little of the eastern shoreline and northern waterfront has been devloped for recreation and open space.

The challenge facing the City is to add more open space along the Bay while maintaining other essential waterfront uses. On the western and northern shoreline, the objective is different. A significant amount of public open space has already been retained, but permanent preservation of a few prime open spaces has not been insured. The western and northern shoreline should function as a long unbroken stretch of open space; its natural qualities should be preserved and should complement the more urban character of new open spaces along the Bay.

POLICY 1

Require all new development within the shoreline zone to conform with shoreline land use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

In order to protect the shoreline and safeguard the public interest in it, the following policies should be applied to new shoreline developments.

Land Use Provisions

Priority Land Uses—The most important uses of the shoreline should be those providing substantial long-term public benefits that cannot be provided on other sites within the city. Water-related public recreation and open space, port uses and water-related industries are included in this category.

Restricted Land Uses—Office and residential uses and water-related commercial uses such as restaurants, hotels and shops are appropriate only in the areas designated in this plan and in the Northern Waterfront and South Bayshore elements of the Comprehensive Plan. These uses provide limited public benefits and should be restricted to areas which are not needed for priority uses.

Prohibited Land Uses—All developments which do not fall in the previous two categories are not acceptable shoreline land uses. More specifically, industry that is not dependent upon use of the water should not be permitted. Airports and at grade or elevated freeways should not be permitted. Uses such as these should be located away from the shoreline. Finally, all uses which will adversely affect water quality should be prohibited.

Open Space Requirements

All new shoreline developments, except low density residential ones, should provide and maintain on their sites ground level open space, well situated for public access and designed for maximum physical and visual contact with the water. Water-related industry may provide overlooks instead of ground level open space or it may substitute off-site open space on another part of the shoreline.

The size of the open space provided should directly relate to the size of the new development; the larger the development, the more open space it should provide.

The types of open space provided in new developments will depend upon the nature of the sites; however, as much as feasible they should meet the recreational needs of adjacent neighborhoods, especially those deficient in recreation space, and add to the variety of recreational facilities along the entire shoreline.

Urban Design Specifications

In urban design terms, new developments should make maximum use of their shoreline locations and complement the shoreline as San Francisco's most important natural resource. More specifically, new developments should:

- maximize public access to the water, both visual and physical
- give careful consideration to environmental factors to make shoreline open spaces more pleasant and usable, particularly in windy areas
- meet the more specific design policies and principles in the urban design element of the Comprehensive Plan
- adhere to City Planning Code height and bulk limits.

These policies governing land use, open space and urban design should be applied to all new developments within the Shoreline Zone designated in this plan. The zone covers the city's entire shoreline but varies in the degree to which it extends inland depending on the quantity of existing open space and public recreation facilities in the area and on the amount of new development anticipated. For the most part, development at the water's edge are of primary concern. There may be developments further inland, however, which affect physical and visual contact with the water or affect the use of the shoreline for open space. Shoreline policies should be applied to these developments as well as those within the designated zone.

POLICY 2
Improve the quality of existing shoreline recreation areas.

Most of San Francisco's shoreline recreation areas are located on the headlands and on the western and northern shorelines. Problems of accessibility, maintenance, and pollution prevent many of these areas from being used to full potential.

Access to some areas, such as Ocean Beach, is hindered by heavy and fast-moving traffic. Better trails and stairways to the water are needed along the headlands. Other areas are difficult to locate, and the public is unsure whether places like Fort Funston and Lands End are open for public use. Pollution curtails use of some parts of the shoreline for certain recreational activities.

Simple public improvements such as effective signs, well marked trails, safety features, landscaping for windbreaks, and diversion of traffic can promote greater use of these shoreline areas. Good maintenance is also required. Improving water quality will be a more difficult task. The City should prohibit developments which threaten to cause a deterioration in water quality, endanger marine life or prevent necessary flushing of the Bay by currents.

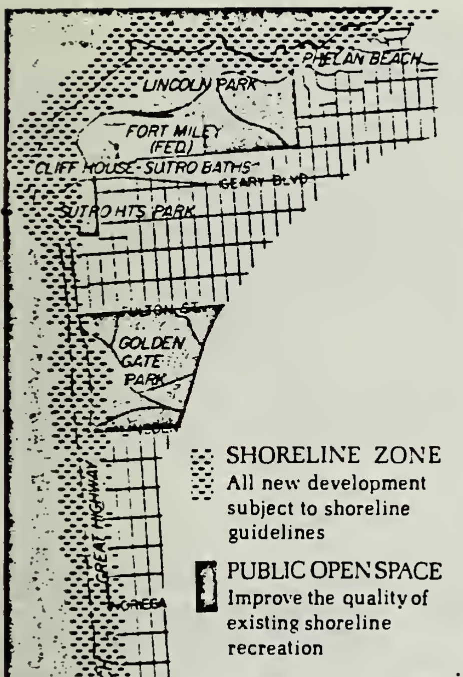
POLICY 3
Provide new public parks and recreation facilities along the shoreline.

The City cannot meet its shoreline recreation needs simply by improving existing recreation areas and by applying the guidelines governing new development in the Shoreline Zone. Certainly, recreation space in private developments and places to fish or view port operations will help realize the shoreline's recreation potential. But major new parks are also needed.

Most of the new parks should be located on the Bay shoreline between Aquatic Park and the County line. This is the area most deficient in shoreline open space. It also has the most potential for meeting the critical recreation needs of neighborhoods in the eastern half of the city.

In accord with this policy, major new maritime parks should be developed at Candlestick Point, India Basin, Warm Water Cove, Central Basin, China Basin Channel, the Ferry Building and along the northern waterfront south of Pier 45. Improved public transit should be provided to these new parks from nearby high-need neighborhoods such as the Mission district, South of Market, and the South Bayshore.

Although the Bay shoreline should have priority for new public parks, a few parcels on the western shoreline should also be acquired for public open space. Among these parcels, the Cliff House and Sutro Baths are the most essential. If the private golf course south of Fort Funston is discontinued, it also should be preserved as public open space. Acquisition or preservation of these three main parcels will insure that the western shoreline remains a long, unbroken stretch of natural open space.


PHELAN BEACH
LINCOLN PARK
FORT MILEY (FED)
CLIFF HOUSE-SUTRO BATHS
GEARY BLVD
SUTRO HTS PARK
FULTON ST.
GOLDEN GATE PARK
GREAT HIGHWAY
NORIEGA
OCEAN BEACH
TARAVAL
SLOAT BLVD
PACIFIC OCEAN
FORT FUNSTON
FORT FUNSTON (FED)
OLYMPIC COUNTRY CLUB
N
SHORELINE ZONE
All new development subject to shoreline guidelines
PUBLIC OPEN SPACE
Improve the quality of existing shoreline recreation
PROPOSED PUBLIC OPEN SPACE
Provide new public parks and recreation facilities along the shoreline

WESTERN SHORELINE PLAN

WESTERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline.

Olympic Country Club
Retain entire area as open space. If private golf course use is discontinued, acquire for public recreation and open space.

Fort Funston
Eliminate obsolete military structures and return area to natural landscape. Conserve ecology of entire Fort and in conjunction with the Golden Gate National Recreation Area, develop recreational uses which will have only minimal effect on the natural environment.

Great Highway
Develop entire Great Highway right-of-way into a smooth curvilinear recreational drive through a park area. Emphasize slow pleasure traffic and safe pedestrian access to beach. Provide new parking areas on beach side where plan allows. Design parking to afford maximum protection to dune ecosystem. Create new playgrounds on inland side for adjacent neighborhoods, and provide for bicycle, pedestrian, and equestrian activities.

Ocean Beach
Continue as natural beach area for public recreation. Improve and stabilize sand dunes where necessary with natural materials to control erosion.

Golden Gate Park
Strengthen visual and physical connection between the park and beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities.

Seal Rocks
Maintain in public ownership and protect natural habitat for seals.

Cliff House — Sutro Baths
Acquire for public use all privately owned property in area commonly known as Cliff House/Sutro Baths. Develop as an 11-acre nature-oriented shoreline park. Limited commercial-recreation uses may be permitted if public ownership is retained and if development is carefully controlled to preserve natural characteristics of the site.

Sutro Heights Park
Continue use as park and preserve natural features.

Lincoln Park
Continue public recreation facilities on areas already developed. Conserve remainder as natural open space with a minimum of improvements.

Fort Miley
Develop public open space area for continued recreational use and preserve natural features in conjunction with the Golden Gate National Recreation Area.

Phelan Beach State Park
Continue use as a public recreation area.

NORTHERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline.

The northern and eastern shorelines contain several areas where new parks should be established. Within each recreation area, open space should be the major use. Some limited commercial-recreation uses may be integrated with recreation areas, however, subject to the following conditions:

The proposed use should be directly related to waterfront recreation activity and compatible with the primary function of the recreation area;

Development should be designed to preserve and create open views to the water and provide usable open space accessible to the general public free of charge;

Development should be in a concentrated area and strictly limited in coverage to result in a small-scale, pedestrian-oriented facility that adds interest, variety, and amenity to recreational use of the shoreline;

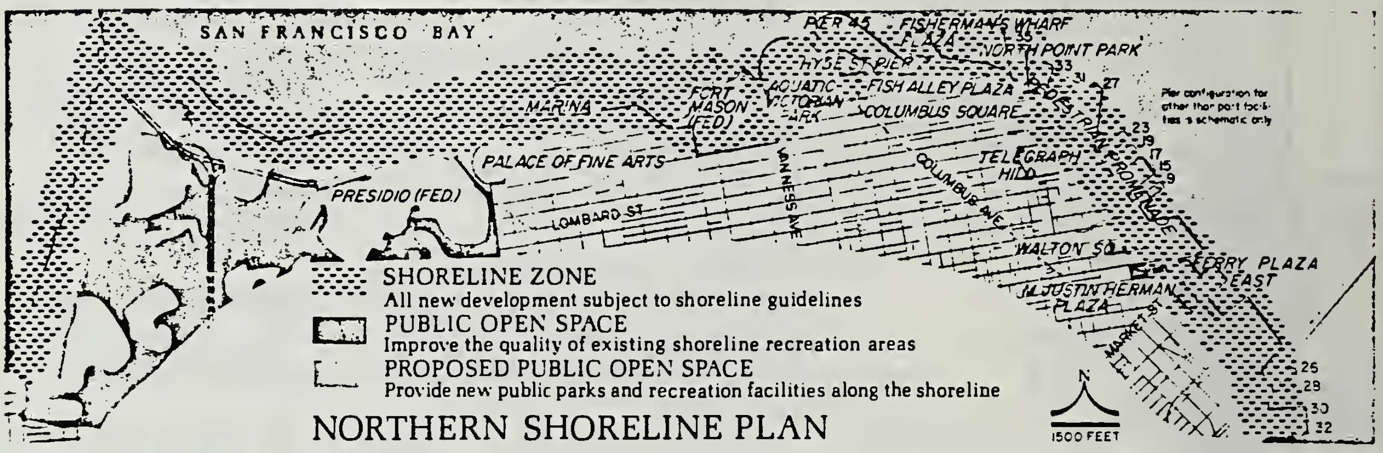
Land must be retained in public ownership.

Recreation-oriented commercial services should be permitted where appropriate on land adjacent to recreation areas on the northern and eastern shorelines.

Presidio (Federal)
Refer to Shoreline Objective, Policy 4.

Marina — Presidio to Gashouse Cove
Continue as location of public marina. Maintain and enhance full public access to all maritime recreational activities. Insure that any new trafficways constructed on unspecified alignment from Howard Street to Doyle Drive make no reduction in the quality or quantity of recreation and open space in this area and conform to the transportation element of the Comprehensive Plan.

Fort Mason (Federal)
Devote the northern half of the site to natural park use. Retain and preserve historic structures for public purposes. Construct a continuous waterfront walkway to connect the Marina area with Aquatic Park. Enhance nat-


SAN FRANCISCO BAY
PIER 45
FISHERMAN'S WHARF PLAZA
NORTH POINT PARK
HYDE ST PIER
AQUATIC-VICTORIAN PARK
FISH ALLEY PLAZA
COLUMBUS SQUARE
FORT MASON (FED)
MARINA
PALACE OF FINE ARTS
PRESIDIO (FED)
LOMBARD ST
VAN NESS AVE
COLUMBUS AVE
TELEGRAPH HILL
PEDESTRIAN PROMENADE
WALTON SQ.
FERRY PLAZA EAST
M. JUSTIN HERMAN PLAZA
MARKET ST
35
33
31
27
23
19
17
15
9
26
28
30
32
Pier configuration for other than port facilities is schematic only
SHORELINE ZONE
All new development subject to shoreline guidelines
PUBLIC OPEN SPACE
Improve the quality of existing shoreline recreation areas
PROPOSED PUBLIC OPEN SPACE
Provide new public parks and recreation facilities along the shoreline
N
1500 FEET

NORTHERN SHORELINE PLAN

ural qualities of the southern portion of the site, and develop the entire Fort for recreation in conjunction with the Golden Gate National Recreation Area.

Alcatraz Island (Federal)
Maintain and improve Alcatraz for public open space and recreational use. Protect historic values of the island and enhance visually significant vegetation and land forms. Provide safe and convenient public access to and throughout the island for recreation and viewing.

Pedestrian Promenade
Provide the public with a safe, direct and continuous pedestrian way linking all waterfront open spaces along the shoreline from the Bay Bridge to Aquatic Park. Design promenade to add genuine amenity to waterfront environment by means of landscaping, unifying materials and pedestrian features. Locate walkway to give the public maximum contact with water's edge and panoramic views of the Bay. Supplement this pedestrian system with a recreation-oriented shoreline transit system.

Aquatic and Victorian Park
Connect and expand these shoreline public recreation areas and emphasize their historic maritime character.

Hyde Street Pier
Continue and expand use as historic, public waterfront recreation area.

Columbus Square
Locate a new landscaped public open space at the north end of Columbus Avenue connected to the waterfront with a pedestrian greenway along Leavenworth Street.

Fish Alley Plaza
Provide a maritime, leisure-oriented open space for pedestrians at the waterfront and Leavenworth Street.

Pier 45
If pier is leased for development, provide a large public open space at the end of the pier. Assure well-defined public access along the length of the pier on both east and west sides.

Overlooks
Overlooks with convenient pedestrian access for viewing and fishing should be constructed, usually at grade, whenever possible along the entire waterfront area, including the shipping area between Piers 9 and 35.

Fisherman's Wharf Plaza
Develop a new pedestrian plaza in the Fisherman's Wharf retail area which will provide access to Pier 45. Include cable car turntable and appropriate pedestrian-oriented commercial development.

North Point Park
Provide a major new shoreline park with continuous open water vistas and maximum access to the water. Incorporate generous planting, sitting and fishing areas.

Piers 9-35
Consolidate maritime shipping activities in the Northern Waterfront between Piers 9 and 35. If and when all or a portion of the area between these piers and the Embarcadero is released from maritime use, emphasis should be given to development of major open spaces.

Ferry Plaza East and M. Justin Herman Plaza
Improve the visual and physical connection between the city and the Bay. Reinforce recreational use of the Ferry Building area as terminus of Market Street and terminal for commuter and recreational ferry boats. Develop a major plaza on the BART platform for pedestrians and some commercial-recreation activities.

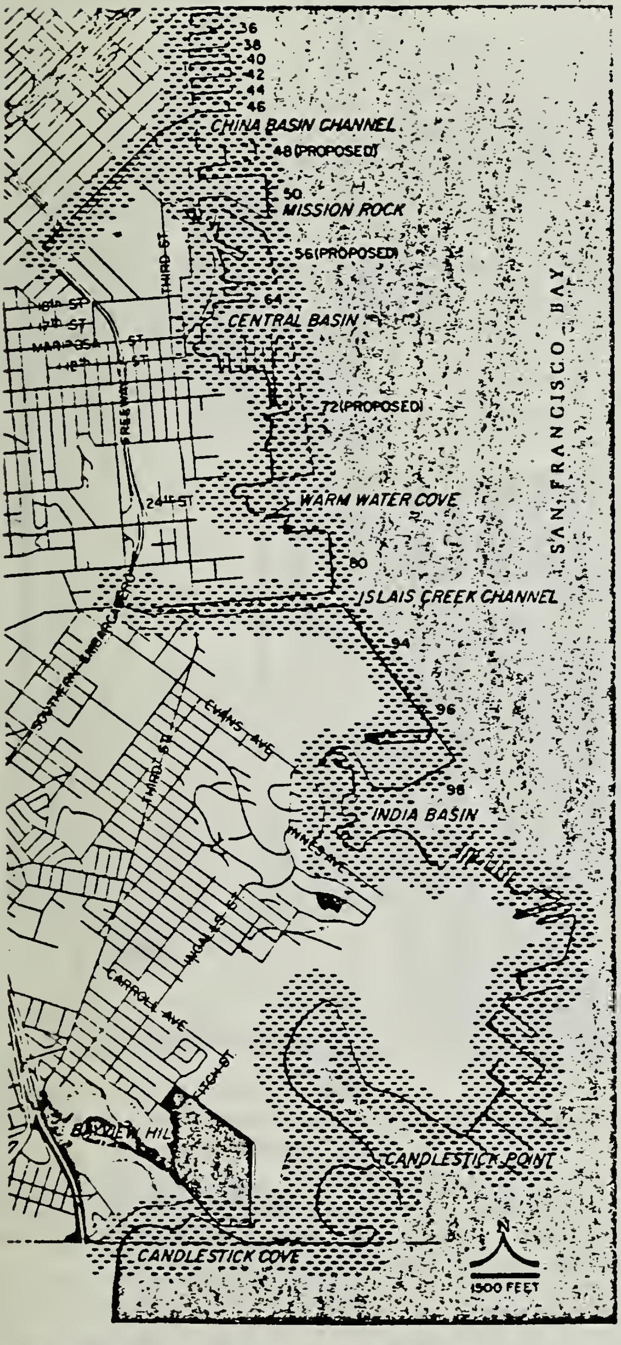
EASTERN SHORELINE PLAN

Specific policies for each site are intended to supplement the more general objective and policies for the shoreline. In addition, the guidelines for new recreational development stated under the heading 'Northern Shoreline Plan' should also apply to the Eastern Shoreline.

Overlooks at Piers 36-38, 40-42
Provide safe and comfortable elevated viewing areas on land between piers for observing Port activities. Include seating and display areas explaining Port activites and history.

China Basin Channel
Provide approximately nine acres of new recreation areas for the public along the channel shoreline. The recreation areas should be clearly marked and conveniently accessible to the public. Channel waterfront development should increase the opportunities for public access to the water's edge with a maximum interface of land and water. Shoreline designated for open space should be stabilized with bank reconstruction, running piers or quays.

In the future the area south of the channel may be converted to a large, multiple-use development. Should this happen, the channel should play a major role in the new development and a new plan for the channel as a recreation asset should be undertaken. In the


36
38
40
42
44
46
CHINA BASIN CHANNEL
48 (PROPOSED)
50
MISSION ROCK
56 (PROPOSED)
64
CENTRAL BASIN
72 (PROPOSED)
WARM WATER COVE
80
ISLAIS CREEK CHANNEL
94
96
98
INDIA BASIN
CANDLESTICK POINT
CANDLESTICK COVE
SAN FRANCISCO BAY
THIRD ST
16th ST
17th ST
MARIPOSA ST
18th ST
FREEWAY
24th ST
SOUTHERN EMBARCADERO
EVANS AVE
THIRD ST
INNES AVE
INGALLS ST
CARROLL AVE
BAYVIEW HILL
1500 FEET

▨ SHORELINE ZONE
All new development subject to shoreline guidelines

■ PUBLIC OPEN SPACE
Improve the quality of existing shoreline recreation

⁝ PROPOSED PUBLIC OPEN SPACE
Provide new public parks and recreation facilities along the shoreline

EASTERN SHORELINE PLAN

10 RECREATION & OPEN SPACE

interim the channel area's special amenities should be preserved and priority given to incremental development that will be compatible with long-range objective for the shoreline.

Mission Rock

Permit maximum recreational use of existing public boat ramp in conjunction with Port activity. If future Port development necessitates, replace recreation site with equivalent elsewhere on eastern shoreline.

Central Basin

Develop a major, twelve-acre public waterfront park on the Bay shoreline generally between Sixteenth and Eighteenth Streets. Some fill, such as beach sand, should be allowed if necessary for public recreation.

Priority should go to development of large waterside areas for beach, park and picnic facilities with continuous, safe public access. A public marina for small boats, fishing facilities and a landing for a recreational ferry should be provided as needed in the future.

Warm Water Cove

Improve and develop cove shoreline generally between Louisiana Street extended and the water for an eight-acre public park with fishing as the primary recreation use.

Limit fill to a minimum amount needed to achieve recreation objectives. All maritime and recreation fill or pier construction at or adjacent to the cove should preserve the natural and man-made ecological factors that make the cove desirable for fishing. These factors include maximum open water and circulation into and out of the cove to prevent stagnation, a warm water flow that is compatible with water quality standards and a placid and quiet atmosphere with views of the Bay.

Public access to the cove should be via Twenty-fourth Street which should be improved and landscaped as part of the public park development.

Islais Creek

Stabilize shoreline and develop small parks with well-defined public access to banks at bridge. In the event that the turning basin area is not needed for LASH activities and that adequate safety for pleasure boating can be assured, develop for recreational use with small boat harbor and enlarged shoreline park.

India Basin

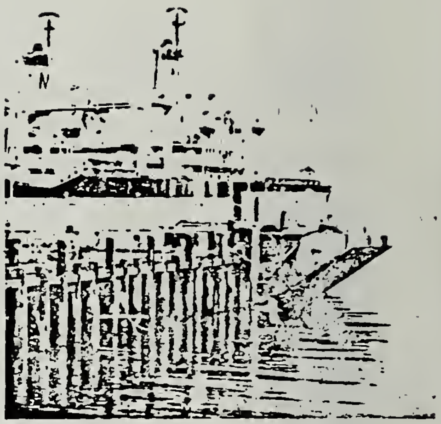
Develop Basin into a major forty-six acre public waterfront park with small boat harbor and marine-oriented recreation facilities. Preserve as large a body of open water as possible. Retain boat-yard uses and permit appropriate water-oriented commercial uses. Insure visual and physical public access from India Basin Recreation Area to landscaped shoreline of the LASH terminal.

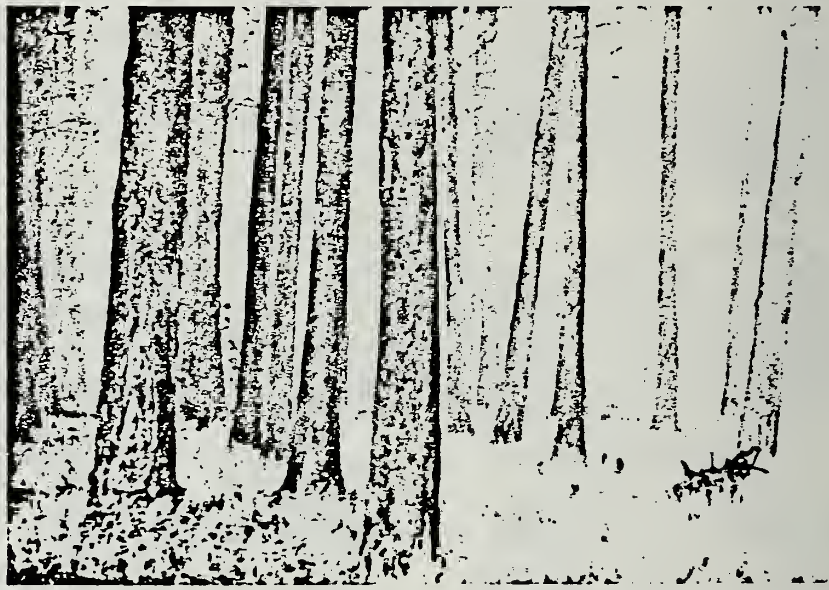
Candlestick Point

Create a major new eighty-five acre shoreline park built around a man-made cove with beach and marina facilities. Allow fill for recreation development and preserve the remaining platted area as permanent open water. Design park areas to separate active from passive recreation activities. Permit some commercial recreation that is compatible with marine-oriented recreation.

Candlestick – Bayview Hill

Develop entire shoreline from Candlestick Point south to county line into marine-oriented linear park. Improve and expand Bayview Park and make it more accessible to the public for recreational purposes.





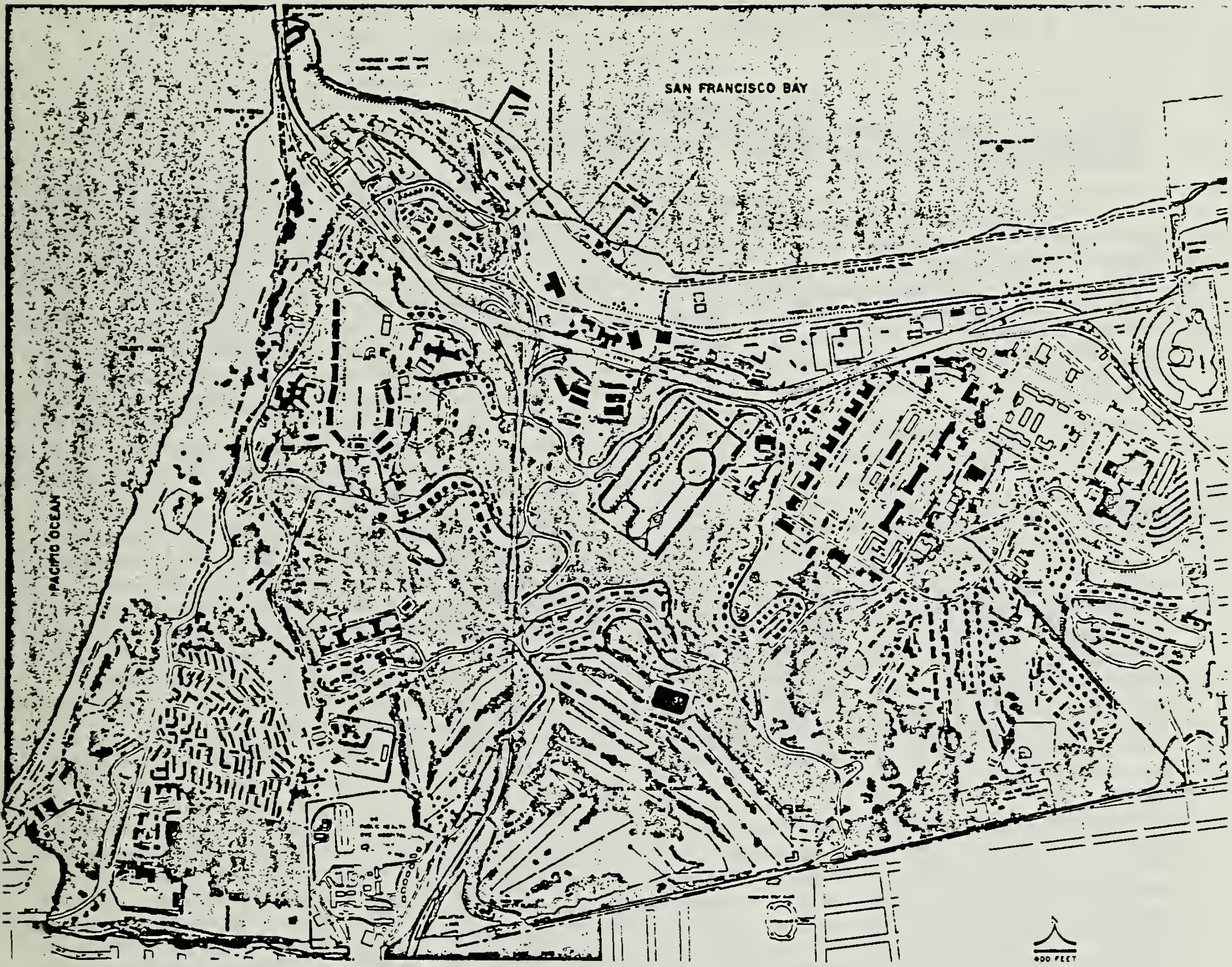
POLICY 4

Preserve the open space and natural character of the Presidio.

To many San Franciscans the Presidio represents the most important and historic open space in the city. For this reason, it should be retained in public ownership and its open space and natural character preserved.

In order to preserve open space and enhance the unique historic, scenic and recreational qualities of the Presidio, the following guidelines should be used as a basis for City review of development and land use changes in the Presidio:

1. New construction in the Presidio should occur within the existing developed area. No new construction should occur in the area designated for open space.
2. Development and improvements in the Presidio should conform to the City's Comprehensive Plan.
3. No additional housing units should be constructed in the Presidio.


SAN FRANCISCO BAY
PACIFIC OCEAN
400 FEET

☐ ■ BUILDING
= = PAVED ROAD OR AREA
∷ UNPAVED ROAD OR AREA
■ TREE GROUPINGS
■ OPEN SPACE

PRESIDIO OF SAN FRANCISCO PLAN
12

Source: data provided by the Presidio of San Francisco 1973

CITYWIDE SYSTEM

OBJECTIVE

DEVELOP A DIVERSIFIED AND BALANCED SYSTEM OF CITYWIDE RECREATION AND OPEN SPACE.

Citywide recreational facilities in San Francisco offer a variety of opportunities to City residents and visitors alike. Unlike neighborhood facilities which aim at a basic level of service in every community, citywide facilities tend to be specialized; each is oriented to a single site, program, or activity. Because of this specialized nature of citywide recreational facilities, diversity and balance are important objectives in the citywide system.

All parts of the citywide system should supplement each other by providing a wide choice in recreational activities. New facilities should not duplicate services offered in other citywide parks unless demand for some facilities warrants duplication to prevent overcrowding. As new programs and facilities are proposed, their locations should be selected to correct any imbalance resulting from popular attractions located in a few parks. Landscaping and capital improvements projects, over and above those required to maintain the existing system, should be aimed at improvements which will make certain parks or programs more attractive so that overload may be eased.

A balance should also be maintained between citywide and neighborhood facilities. Although expansion of the citywide system is called for in this plan, particularly on the shoreline, expansion of the citywide system should not be achieved at the expense of neighborhood facilities and programs. Resources should be allocated in such a way that citywide and neighborhood facilities are maintained at an equally high level.

Achieving a balanced and diversified citywide recreation system also depends on citizen participation. Just as neighborhood groups help determine what programs and activities are to be offered in neighborhood facilities, so should citizens play a major role in determining additions, improvements, and changes in the citywide system.

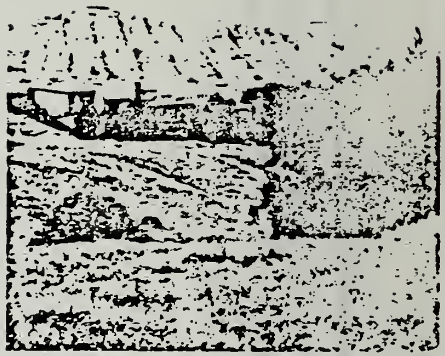
POLICY 1

Preserve public open space.

San Francisco's public open space system is fairly extensive. It ranges from large parks to undeveloped street rights-of-way. Much of the system is under the jurisdiction of the Recreation and Park Department. In addition to this land, a significant portion of the public open space in San Francisco is only informally part of the City's park and recreation system. This open space is held by a number of public agencies and is also either used for recreation or appreciated for its natural qualities, but is neither a park nor a playground. Open spaces in this second category include certain reservoirs, grounds of public institutions, forts, land for slope and view protection, roadway landscaping, alleys, dedicated public walkways and undeveloped street rights-of-way. Open spaces such as these are a very important part of the City's open space system. They supplement playgrounds and parks and are a major visual asset.

Development sometimes threatens public open spaces regardless of whether or not it is a formal part of the City's system. Almost all public open space at one time or another has been viewed as a source of vacant land for new construction. The shortage of vacant sites and the intensity of development in San Francisco produce pressures on the City's public open space. These same factors generate considerable demand for open space and leave few opportunities to expand the open space system. Consequently, it is essential that the City preserve the public open space which remains.

Despite general agreement on the need to preserve public open space, over the years developments may indeed be proposed on public land designated as open space in this plan. It is anticipated that the most persuasive arguments in favor of development will be based on the "public value" of the proposed development. The public value will differ among proposals, and a determination of this value as compared with the value of open space will be difficult. In order to assist in this determination, four types of potential development proposals have been identified. If proposals for these types of development occur, the following policies should be applied:



Nonrecreotionol Uses

Proposals for nonrecreational uses in public parks and playgrounds may arise in the future. Some may be for public facilities such as parking garages, streets and buildings, and for private or semi-public facilities. Development of this kind in parks and playgrounds should, without exception, be prohibited.

Recreation and Cultural Buildings

Many San Francisco neighborhoods need more gymnasiums, swimming pools and other indoor facilities. Citywide recreation and cultural facilities also require new buildings and room to expand. The scarcity of sites, the high cost of land together with the recreational nature of such facilities make parks and playgrounds frequent candidates as sites for recreation and cultural buildings.

This situation is often in conflict with the need to retain outdoor open space. The value of parks and playgrounds in a highly developed city like San Francisco is immeasurable. San Francisco's neighborhoods are densely populated, and many residents have no access to open space other than that provided by the City. Even in those areas with private yards, City parks make neighborhoods more livable. San Francisco's parks and playgrounds are a great asset to the city. Building in them results in a loss of open space which can rarely be replaced.

The City's policy should be made clear: where new recreation and cultural buildings are needed they should be located outside of or adjoining parks and playgrounds. Open space in parks and playgrounds should not be diminished except in a few unique cases. Examples of such cases include the Zoo, which requires special indoor facilities, John McLaren Park and Crocker-Amazon Playground which are underdeveloped and may be good sites for new recreation facilities designed to relieve pressure on overused parks.

This policy is not intended to disregard the importance of indoor recreation facilities. It is recognized that a properly balanced recreation and open space system combines both indoor and outdoor programs and open space. San Franciscans, however, should not be put in the position of developing indoor facilities at the expense of valuable open space. When new indoor facilities are required, the City should be prepared to allocate funds for land acquisition as well as for construction. The Recreation and Park Department should not have to reduce the amount of open space in parks and playgrounds in order to avoid buying land for indoor recreation facilities. The same holds true for cultural facilities.

Proposals for additions onto existing recreation and cultural buildings in parks and playgrounds should be evaluated by the same process as that outlined below for supporting facilities.

Supporting Facilities

Many of the sites designated for recreation and open space in this plan are under the jurisdiction of public agencies other than the Recreation and Park Department and are intended primarily for public uses other than recreation. In these cases open space and recreation are intended by this plan to be secondary to the prime use. Examples are underdeveloped street rights-of-way, property on or adjacent to reservoirs and grounds of public institutions.

In these cases it is anticipated that requests for supporting facilities of various types may arise. These proposed facilities may be necessary to perform the public function of the particular agency holding the land designated as open space. In order to provide a basis for a decision in these cases, the agency proposing the supporting facility should make public the following material:

- information demonstrating that the facility proposed is necessary to provide the public service of the agency holding the site in question;
- sufficient proof that alternative sites have been studied and that the proposed facility can be located only on the site in question;
- a study which assesses the effects of the proposed facility on the site in question and on the surrounding neighborhood.

Since the purpose of the guidelines is to preserve public open space, the City should not approve projects which are not demonstrated to be necessary by the information submitted, nor should it approve projects whose effects have not been thoroughly assessed. Approval should be based upon the information submitted and on conformity of the project with the Comprehensive Plan. Upon approval, the City may request the agency to meet certain design criteria and performance standards which insure such conformity.

Surplus Public Land

Occasionally public agencies find some land surplus to their needs. When public land becomes surplus to one public use, the Comprehensive Plan states that it should be reexamined to determine what other uses would best serve public needs. The Comprehensive Plan gives priority to direct public uses that meet either immediate or long-term public needs. One of these uses is recreation and open space.

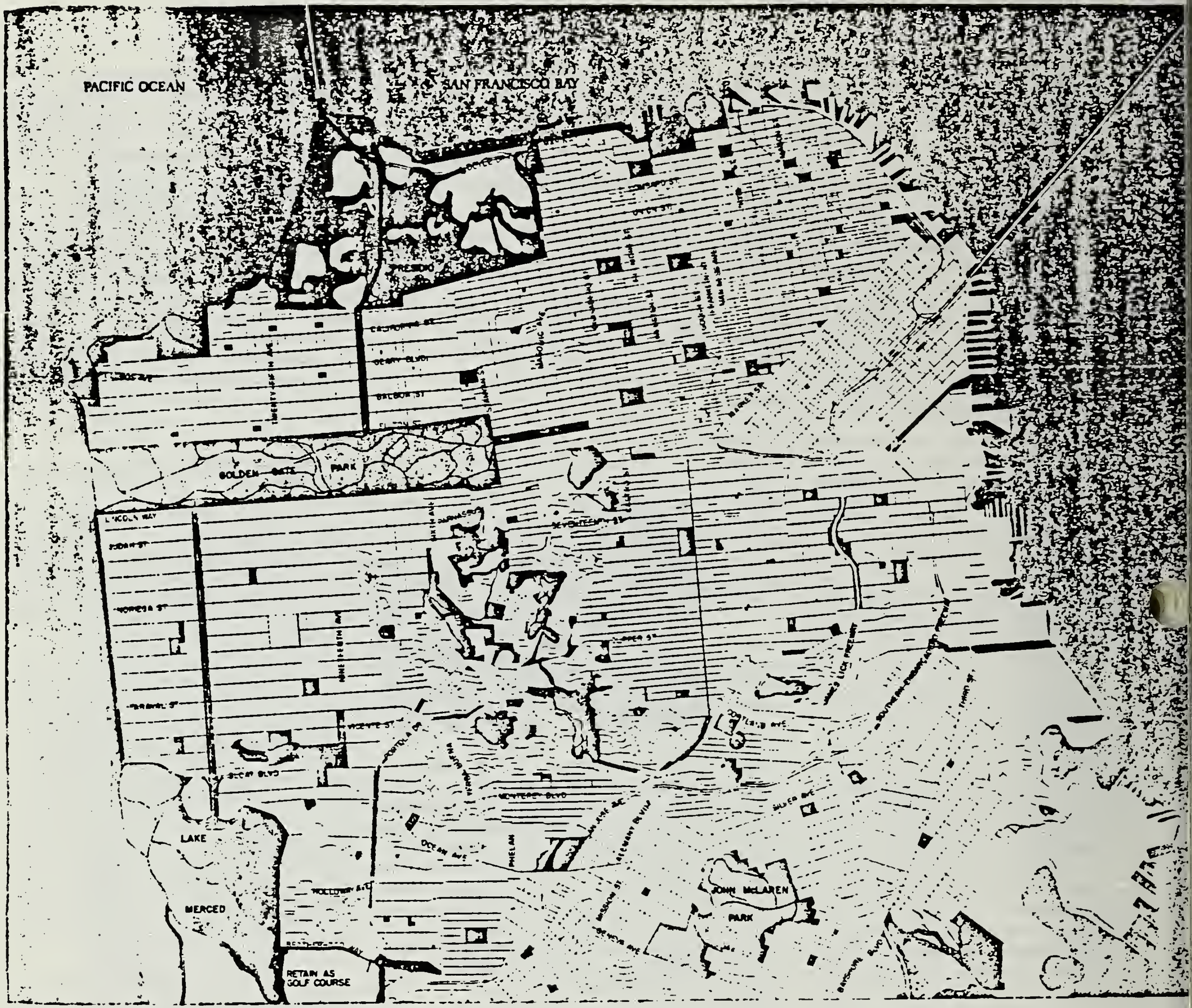
In cases where public land that is declared surplus is designated as open space in this plan, the policy is clear: open space should take priority over other public uses; and, where necessary, jurisdiction over the surplus land should be transferred to the Recreation and Park Department. In cases where surplus land is not designated in this plan for open space, the site should be evaluated for its usefulness for a number of public uses, including open space and recreation.

POLICY 2
Acquire additional citywide open space for public use.

San Francisco has an extensive system of public open space owned by the Recreation and Park Department, other City agencies, and the State and Federal governments. If the publicly owned land identified in this plan is preserved as open space, San Francisco's citywide system will be relatively extensive.

Throughout San Francisco, however, there are several existing natural open space areas for which there is no guarantee of preservation. They include hilltops, shoreline sites, and other areas with unique natural characteristics. They serve as points of orientation, lend character and identity to districts of the city, and provide open, natural areas for viewing, walking, and sitting within densely developed urban neighborhoods with the greatest need for open space. They are valuable in their own right. The policy, therefore, calls for acquisition of these sites for use as permanent public open space. Although the acreage involved is small, the value of preserving these carefully selected open spaces is considerable.

The City, however, has limited ability to purchase and maintain additional open space. Even if funds are not immediately available for maintenance or park development, the City should encourage donations of open space with visual, natural, or recreational value. Since funds may not be forthcoming from local or Federal sources, the City should develop


PACIFIC OCEAN
SAN FRANCISCO BAY
PRESIDIO
CALIFORNIA ST
GEARY BLVD
BALBOA ST
GOLDEN GATE PARK
LINCOLN WAY
JUDAH ST
NORIEGA ST
SLOAT BLVD
SEVENTEENTH ST
PORTOLA
MONTEREY BLVD
OCEAN AVE
PHELAN
HOLLOWAY AVE
CORTLAND AVE
SILVER AVE
MISSION ST
GENEVA AVE
JAMES LICK FREEWAY
THIRD ST
BAYSHORE BLVD
JOHN McLAREN PARK
LAKE MERCED
RETAIN AS GOLF COURSE

▢ PUBLIC RECREATION AND OPEN SPACE
Retain outdoor open space, preserve natural qualities and where appropriate convert to public recreational use

PROPOSED RECREATION AND PUBLIC OPEN SPACE
Acquire for or convert to public recreational use

Note: Because of the scale of this map it is not possible to show precise boundaries of exceptionally small open spaces. This information can be obtained at the Department of City Planning.

N

3000 FEET

CITYWIDE RECREATION & OPEN SPACE PLAN

(see the next page for amendments to this map)

The Citywide Recreation and Open Space Plan has been amended to add the following sites as Proposed Recreation and Public Open Space:

Billy Goat Hill (Diamond Heights/Upper Noe Valley); Berkeley Way Lots (Diamond Heights/Glen Canyon); Kelloch-Velasco Block (Visitacion Valley); and Lathrop-Tocoloma Site (Little Hollywood)-CPC Resolution No. 7419 Crags Court (CPC Resolution No. 7635)

Diamond Street; Valley-29th Street; Everson Street, West of Digby Street; Diamond Streets Blvd.-Topaz Way; Duncan and Castro site; Noriega and Fifteenth Avenue Site; Seward Mini-Park Extension, and Boylston Street Site (CPC Resolution No. 7635)

I.M. Scott Schoolyard; Vacant lot at S.W. corner of Noe & Beaver Streets; Hillside adjoining St. Mary's Park Playground & Ellsworth Dwellings; Franconia-Brewster lots south of Rutledge Avenue; Diamond & Moffitt lot in Glen Park (CPC Resolution No. 7874)

Peru Street Between Athens Street and Valmar Terrace; Pfieffer Street east of Grant Avenue; Kearny Street between Garfield School and Telegraph Hill Boulevard; Franconia Slope between Montcalm Ave. and Rutledge St.; Franconia Street between Montcalm Ave. and Rutledge St.; Francisco Steps; Kearny Street between Vallejo and Fresno Streets; 1464-68 Washington Street Churchill Alley/Vallejo; 2412-60 Harrison; Knudsen/Blume; Juri Commons; Esmeralda Corridor Extension; Folsom and Sixth Streets; Mission Playground Addition; Larkin/O'Farrell and, Sunnyside Conservatory (CPC Resolution No. 8194)

Edgehill Woods; Ridge Lane and, Central City Park (CPC Resolution No. 8615)

and to delete the following sites as Proposed Recreation and Public Open Space:

Columbia Heights Site (CPC Resolution No. 7514)

Portions of Executive Park site shown as Proposed Recreation and Public Open Space (CPC Resolution No. 7543) new methods of financing open space acquisition and recreational development. New methods of open space acquisition should concentrate on acquiring sites identified in this plan with priority on those sites which are threatened by development or are in high-need neighborhoods.

*

POLICY 3

Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

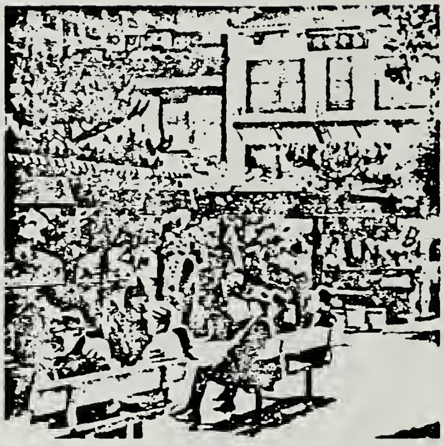
In the past parks and playgrounds have been used as sites for public facilities such as libraries, fire and police stations, sewer plants and schools. Undoubtedly, the public need for these was great at the time of their construction and many are still essential. But as nonrecreational facilities such as these become obsolete, the City is faced with the decision to renovate them or to relocate them altogether.

In cases where it is possible to provide services elsewhere, it should be the City's policy to eliminate nonrecreational uses in parks and playgrounds, demolish the facility and return the site to open space and recreation. If the facility can be successfully converted to recreational use, then reuse could be an alternative to demolition. The City should not, however, permit the reuse of such facilities for other nonrecreational purposes. The same policy should apply to the reuse of obsolete recreational facilities.

In cases where it is not presently possible to provide services elsewhere, the City should simply maintain the facility with minimum capital improvements and should not permit the expansion of nonrecreational facilities in parks and playgrounds.

Traffic

Roads in and around San Francisco's parks are used both by through traffic and by people enjoying the parks. As demand for each intensifies, the conflict between the two uses grows. This conflict should be resolved in favor of park users because heavy or fast traffic endangers pedestrians, cuts access to open space, damages plant life and reduces the pleasure of being in parks. The following methods of reducing traffic in and around public open space are consistent with the urban design and transportation elements of the Comprehensive Plan and should be applied where possible:



- Discourage nonrecreational travel in and around public open space by diverting through traffic from park roads onto major and secondary thoroughfares located at sufficient distance from major open space.
- Reduce the capacity of park roads and redesign existing park roads for leisurely, scenic driving.
- Close off park roads to automobiles on a part-time basis in order to return parks to recreational use. Expand into full-time street closing where possible. Increase weekend street closings for us by pedestrians and bicyclists.
- Prohibit new roads in public open spaces.
- Encourage the use of public transit for recreational travel.

POLICY 4

Require usable outdoor open space in new residential development. Encourage creation of recreational space in existing development.

As development intensifies, greater demands are placed on citywide open space. The public system cannot be expected to keep pace with growth and acquire all the additional open space needed. Private development should also be responsible for providing open space.

Policies in the urban design element of the Comprehensive Plan call for the provision of public open space in major new development: zoning requirements carry out these policies. For example, downtown zoning bonuses encourage creation of plazas in commercial developments and low- and medium-density residential zoning requires usable open space. But no such requirement has yet been applied to higher density residential districts. It is in these districts where the greatest intensification can occur and where there is a tendency to overcrowd existing public open space.

In order to improve living conditions in each residential building and the quality of environment in San Francisco as a whole, the City should require that all new residential development provide usable outdoor open space. This space need not be accessible to the general public; rather it should be designed primarily to serve the residents of the development in which it is located. The amount of open space provided should increase with the size and density of the development.

New recreational space can also be created in existing development. Indoor space, rooftops, adjacent properties, portions of parking areas can often be converted to usable recreation areas. This kind of conversion furnishes useful space to a variety of users and should be encouraged by the City whenever possible, just as it is in new developments.

POLICY 5

Develop a master plan for Golden Gate Park.

Golden Gate Park plays a key role in the public recreation system in San Francisco. Its wide range of opportunities attracts users from throughout San Francisco and the Bay Region. A number of conflicts have arisen in recent years between automobile and pedestrian use of the park, between additional development within the park and preservation of the park's open space. No major changes or developments should be permitted within the park until a park master plan is developed which addresses:

- a. the issue of traffic and parking within the park with emphasis on reducing through traffic and all-day parking;
- b. responsiveness of the park to the recreational needs of adjacent neighborhoods;
- c. pedestrian access to the park and pedestrian circulation within it;
- d. construction in the park with the objective of preserving open space within it.

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* Any application to develop a privately-owned site proposed for acquisition for public recreation use in this Plan, as it is amended from time to time, shall not be denied on the ground that the site is proposed for open space use providing the Recreation and Park Commission does not intend to proceed with its acquisition. If it is the determination of the Recreation and Park Commission not to proceed with the purchase of the privately-owned site, the Department of City Planning shall report this decision to the City Planning Commission within 75 days following the filing of an application. After the departmental report, the Zoning Administrator shall process the application if it complies with applicable provisions of the City Planning Code. Once an application has been approved and construction initiated, the citywide recreation and open space plan map shall be amended to delete the site.
(CPC Resolution No. 9257)

NEIGHBORHOODS

OBJECTIVE

PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Every neighborhood should be served by adequate public open space and recreation facilities. Neighborhood parks and recreation facilities are essential; many people are unable to use citywide facilities if they are not located nearby. This is especially important for the very young and for the elderly who are principal users of parks and whose mobility is limited.

Achieving this objective will be difficult. High land costs and a shortage of vacant sites restrict opportunities to provide new open space and recreation facilities in San Francisco. For this reason, it is important that the City maximize use of existing facilities. Making the best use of parks and recreation areas can help offset the limited opportunities to build new facilities and can bring the most immediate improvement in recreation services to San Francisco neighborhoods.

By itself, better use of recreation facilities will not meet the recreational needs of San Francisco's neighborhoods. New space for parks and recreation facilities is also necessary. This requires establishing a long-term program to enure that funds are provided on a systematic basis to acquire additional open space and expand the recreation program.

This objective also calls for maintaining an equitable balance in funding and personnel so that neighborhood recreation facilities are maintained and staffed at the same level of quality as citywide recreation facilities. Until substantial new sources of funds are available for maintaining a balance between citywide and neighborhood expenditures, high-need neighborhoods should be given priority.

POLICY 1

Make better use of existing facilities.

All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use. Such standards should specify optimal levels of staff, safety, maintenance, access, coordination and information. Other relevant factors and the exact levels of adequacy for each standard should be determined by the Recreation and Park Department.

Staff

All recreation facilities should be adequately staffed to carry out needed recreation programs and services. Proper supervision and leadership are one of the best means of ensuring maximum use of facilities. In all neighborhoods, diversified recreation programs should be offered, hours of operation should be sufficient to meet the neighborhood needs, and facilities and equipment should be well maintained and supervised. This cannot be accomplished unless adequate staffing is provided.

Supervisors and instructors should be trained and qualified in recreation and should be responsive to the particular neighborhood in which they are assigned. Qualification standards for staffing should include an appraisal of the person's ability to relate to and involve neighborhood residents.

Safety

Recreation facilities should be designed and protected to ensure safety. Lack of safety seriously inhibits full use of existing facilities. Large parks, and even some small cloistered spaces, present special problems of personal safety. Methods of ensuring safety in the parks without destroying the features which make them pleasant environments should continue to be developed by the Recreation and Park Department.

Vandalism of park property is a serious problem which obviously decreases the extent to which existing facilities can be used. Several factors contribute to this problem including a shortage of equipment and inadequate supervision. The Recreation and Park Department should be provided with the resources it needs to improve safety and eliminate vandalism in problem areas.

Maintenance and Capital Improvements

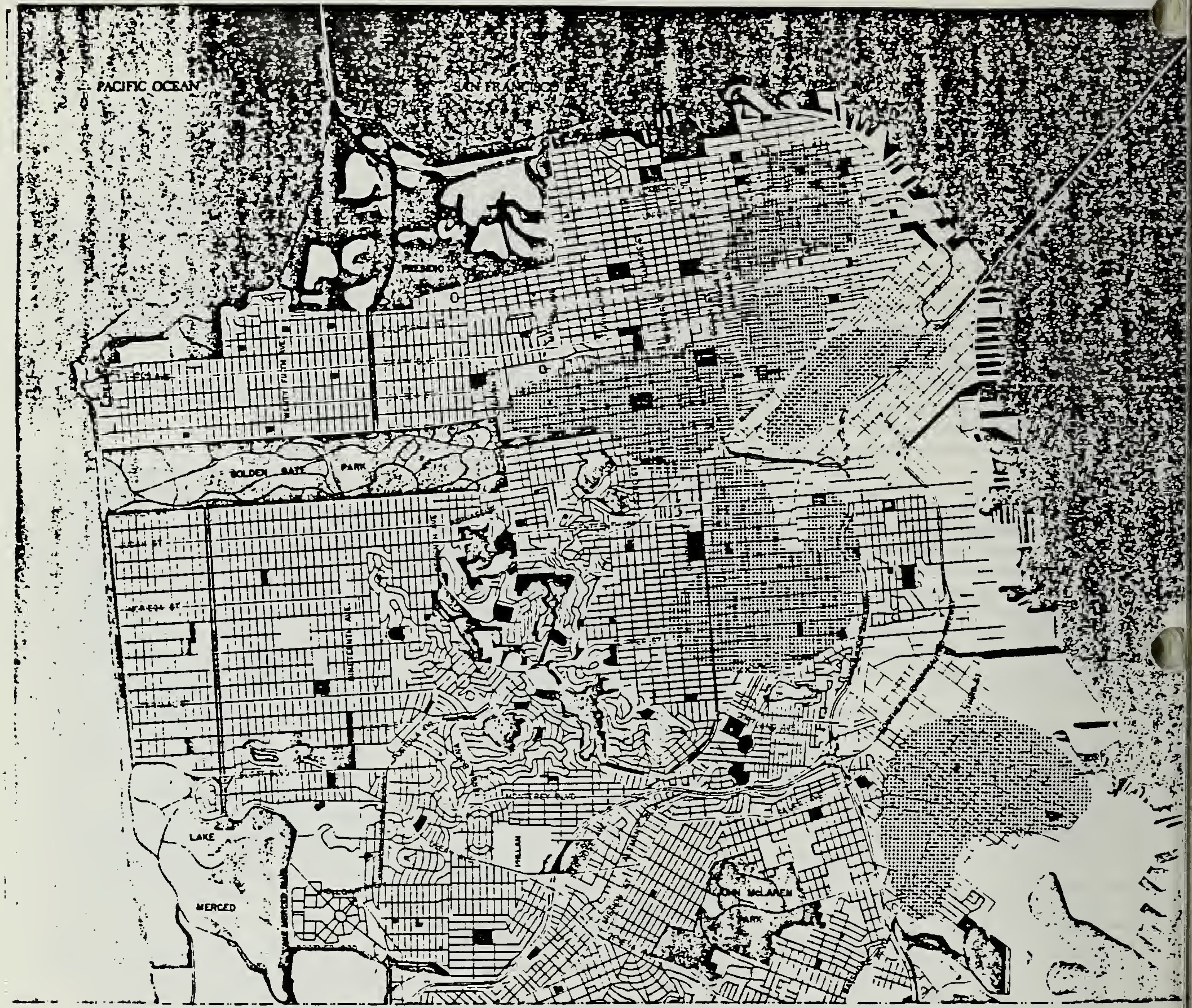
Neighborhood facilities require regular maintenance and capital improvements in order to carry out effective recreation programs. The City's operating budget and Capital Improvement Program must provide the necessary resources to ensure a high level of maintenance, if neighborhood needs are to be met in part by intensified use of existing facilities. Frequency of maintenance and the extent of capital improvements should relate directly to intensity of use.

Coordination

Coordination among Recreation and Park Department facilities and between those of public and private agencies should be maximized. Public and private agencies and citizens should participate in cooperative planning for recreation in the areas they serve. Community councils consisting of representatives from public agencies involved in recreation in the area, as well as from private and semi-private recreation agencies, citizen groups, and other service agencies, should meet regularly to insure that the recreational program in each community is providing the best possible service to the respective community. Emphasis in planning should be on providing optimal recreation services, avoidance of duplication of services, optimum use of existing available space and staff. School yards, auditoriums, libraries, churches, and other spaces should be used to their fullest extent as recreation resources. Provision should be made for coordinated use of staff, and interchange of staff from public and private facilities, to meet changing recreational needs. In certain cases, public financial assistance might be offered to recreation agencies providing a service the City could not otherwise provide.

Access

Easy, safe and convenient access should be provided to all recreation facilities. In some cases, nearby parks are not accessible to potential users, particularly to the elderly and small children because access to them would be dangerous or inconvenient. Distance itself is an obstacle to the use of recreation facilities. In


PACIFIC OCEAN
SAN FRANCISCO
PRESIDIO
GOLDEN GATE PARK
LAKE
MERCED
MONTEREY BLVD
JOHN McLAREN
PARK

☐ **PUBLIC RECREATION AND OPEN SPACE**
Make better use of existing neighborhood facilities

▒ **HIGH NEED NEIGHBORHOOD**
Give priority for new parks and recreation improvements

PROTECTED RESIDENTIAL AREAS
Improve residential street space for recreation and landscaping where possible

Note: Because of the scale of this map it is not possible to show precise boundaries or exact and/or small open spaces. This information can be obtained at the Department of City Planning

NEIGHBORHOOD RECREATION & OPEN SPACE PLAN

This map has been amended to delete the Protec
Residential Area designation for the Executive
site (CPC Resolution No. 7543)

San Francisco topography imposes special problems. Specific standards should be developed to improve access through better design, special public transportation and other means.

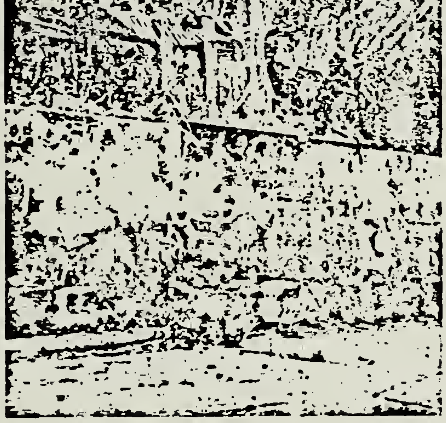
Information

Public knowledge of recreation opportunities should also be increased. To increase participation in recreational programs and use of available facilities, information regarding recreation programs should be widely distributed to neighborhood residents. Information should give a comprehensive view of recreational opportunity in the neighborhood, including activities sponsored by public, private, and semi-private agencies. A regular effective system of distributing information should be developed in conjunction with the cooperative planning coalition described in the "coordination" section. In those neighborhoods where there is a language barrier, special attention should be given to translating information into the language of the community.

POLICY 2

Acquire new park and recreation space to serve San Francisco's residential neighborhoods.

There is a need for new park and recreation facilities in many neighborhoods throughout the city. Even if existing parks and recreation facilities are used more intensively as recommended, the need for new space for neighborhood recreation will remain. To meet this need, San Francisco should develop a long-range program to acquire new parks and recreation space to serve neighborhood residents.



Because the opportunities to acquire additional open space and recreation facilities at the neighborhood level are limited by a lack of available land and a scarcity of funds, the Recreation and Park Department should selectively use its power of eminent domain to meet neighborhood needs. This may be especially necessary in the older, more densely populated areas of the city where vacant land is scarce but where existing developments may be deteriorated or obsolete. Such acquisition, however, should minimize the displacement of residents and concentrate on underutilized, non-residential properties.

In addition to land acquisition, innovative techniques should be used to provide more space for recreation and to provide special programs. Mobile play equipment, portable swimming pools, and special traveling shows are among the techniques which should continue to be employed. Temporary playgrounds should be constructed on vacant lots being held for future development and, if necessary, even rooftops could be used to meet space needs in crowded neighborhoods. Where major public improvement programs are pending, new parks and recreation facilities should be provided to serve both new development and the adjacent neighborhood.

Street rights-of-way provide a special opportunity to increase space for recreation and to carry out increased programming. The transportation and urban design elements of the Comprehensive Plan contain several recommendations relating to the use of street rights-of-way to provide recreation and open space. Areas where street space landscaping and recreation improvements would be appropriate are designated in this plan.

In all cases where new parks, recreation facilities and capital improvements are being considered, their precise location should be determined by such factors as proximity to population concentrations, topography, ease of access, and visibility.

POLICY 3

Give priority for recreation improvements to high-need neighborhoods.

In the improvement of neighborhood recreation throughout the city, priority should be given to those areas with the highest needs and the greatest deficiencies in facilities and programs. These are generally the more densely populated, older areas of the city where low-income, minority group populations are concentrated, where there are large numbers of young and elderly people, and where people have less mobility and financial resources to seek recreation outside of their neighborhood. Areas with these characteristics are Chinatown, parts of the Western Addition, the Mission, South of Market, South Bayshore, and parts of the Central City area. These areas should be given priority for new recreation facilities and programs. In the future, the specific need neighborhoods may change. At such time, the priorities should be shifted accordingly to continue to meet the needs of areas with the biggest deficiencies.

It is possible to give such a priority to high-need neighborhoods without detracting from other needs if the Recreation and Park Department is provided with the necessary resources called for in other parts of this plan. However, without additional funds, this policy implies shifting some funds presently spent on citywide facilities and programs to high-need neighborhoods. This latter alternative is clearly less desirable than the former, but may be necessary to meet neighborhood recreational needs.

SAN FRANCISCO
MASTER PLAN
SAN FRANCISCO
MASTER PLAN

COMMUNITY FACILITIES

SAN FRANCISCO MASTER PLAN

POLICE FACILITIES

2COND

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The Plan for Police Facilities, a Section of the Community Facilities Element, was adopted by Resolution 7233 of the San Francisco City Planning Commission on August 29, 1974.

INTRODUCTION

The purpose of the Police Facilities Plan is to establish objectives, policies, and criteria, for meeting San Francisco's long-range police facility requirements. The objectives address broad goals as they relate to the distribution, location, design and use of police facilities. Policies are courses of action which are supportive of the objectives and, together with criteria, provide a continuing guide and directive for public decisions.

The plan deals with police facilities. It does not represent a plan for police operations. That task is the responsibility of the Police Department. However, the Police Facilities Plan recognizes that changes in operations will inevitably take place and that inherent flexibility to accommodate operational changes is an essential component of a responsive and effective facility plan.

The plan was prompted by an awareness by the Police Department of general facility inadequacies and deterioration of older buildings, and reflects a joint effort by the Police Department and the Department of City Planning.

HISTORICAL PERSPECTIVE

Many of San Francisco's police facilities reflect the operational and locational criteria of the early 1900's. Police practice at that time required that the location of police stations be determined by the walking radius of officers in developed areas. Patrol by horse required stables at outlying stations. The grooming and care requirements for horses suggested that stations with stables be located in or adjacent to parks.

Only a few police buildings approach contemporary facility standards. The remaining facilities vary only in degree as to their level of physical deterioration and functional obsolescence. Several stations still have stables and none have accommodations for female patrol officers.

While the prospect of replacing or rehabilitating police facilities implies a burden in terms of cost, it also poses the opportunity to plan, design and locate new facilities in a manner responsive to future community needs and desires. To this end, this plan has been formulated based on several fundamental assumptions.

FUNDAMENTAL ASSUMPTIONS

1. The effectiveness of police service is enhanced when provided on a neighborhood level.

Recent advances in communications and the common use of cars has had a significant impact on police operations and community perceptions of police effectiveness. The patrol car in many instances has replaced the beat officer; and, as a result, a certain detachment has developed between the police and community. In an effort to strengthen rapport and cooperation between the police and community, citizens and officers alike have sought means for reestablishing police/community relations. The decentralization of police services through district stations is viewed as an effective means for developing and maintaining police community ties. Both police professionals and the public are generally of the view that stationing police personnel within a neighborhood and providing a broader range of services at the neighborhood or district level fosters a greater sense of mutual commitment, concern and understanding.

Responsive police service requires continued sensitivity to changing community concerns regarding law enforcement, and continued adjustment in which services are performed and how they are performed. This can best be achieved when police personnel are in tune with community attitudes and can respond on a neighborhood level.

2. Technological and social changes require adaptability and flexibility of police facilities.

Technological and social changes have a continuing impact on police operations. Technological applications have greatly increased the effectiveness of police service and will probably continue to do so. For example, the 9-1-1 telephone program provides citywide communication access to all emergency services. Computer applications aid in manpower deployment and criminal detection, and new applications are under study. Future effectiveness of police facilities will depend on their adaptability to new technology.

Cultural changes are also affecting police operations. An increasing influx of women to the force requires adjustments in operations and facilities. Likewise, increasing demands for expansion of police services and better safeguards for citizens involved in police-related incidents call for a greater degree of specialization in police skills and accompanying facilities required for the professional delivery of services. New and renovated police facilities must have the inherent capacity and flexibility to adapt to technological and operational changes within a changing society.

3. While facilities contribute to effective police operations, the prime responsibility for public safety rests with both police personnel and the community.

Police personnel, the programs, training, and policies that guide their actions, and the nature of community support are the key elements in effective crime prevention and public safety. Facilities are important only to the extent they contribute to efficient operations and provide the setting for constructive police neighborhood interaction.

SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

POLICY 1

Locate police functions that are best conducted on a centralized basis in a police headquarters building.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use and accessibility for police personnel.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

POLICY 1

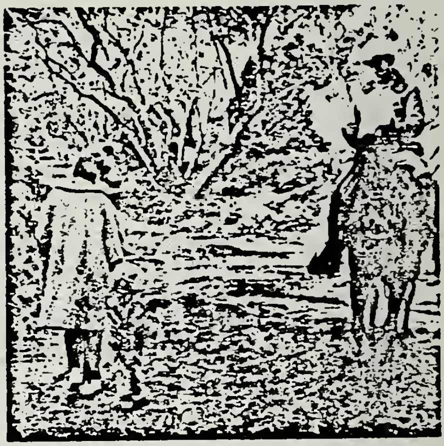
Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.



OBJECTIVES AND POLICIES FOR POLICE FACILITIES

OBJECTIVE 1

DISTRIBUTE, LOCATE, AND DESIGN POLICE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE, EFFICIENT AND RESPONSIVE PERFORMANCE OF POLICE FUNCTIONS.

The distribution, location and design of police facilities contribute to operational efficiency and flexibility. Improved efficiency frees officers for patrol and community relations work, while flexibility allows for adjustments in deployment of police resources in response to changing needs.

In order to provide responsive police service, the organization of police operations should meet two basic concerns: police service on a neighborhood level, and overall citywide coordination of police activities. Responsiveness to neighborhoods calls for close community integration of services such as patrols, community relations, and public information. Overall departmental coordination requires the centralization of administration, communications staff services, records, and investigations in order to provide a citywide overview.

Those police services which relate on a neighborhood level, or which need not be carried out centrally, should be assigned to district stations. Activities which relate to the city as a whole should be centralized. The expansion of the number of free standing facilities housing specialized functions should be discouraged since facilities in themselves require manpower for security and administrative staffing. As a general rule, expansion of police services should be accommodated either at district stations or at police headquarters.

POLICY 1

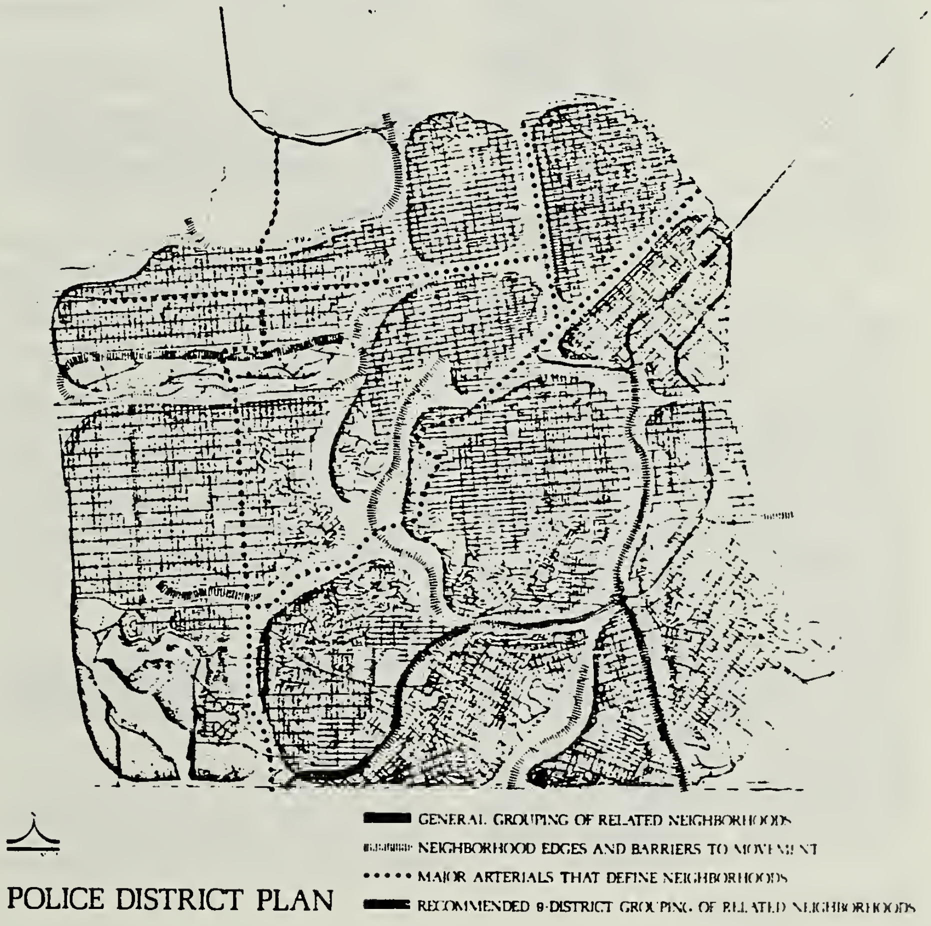
Locate police functions that are best conducted on a centralized basis in a police headquarters building.

Effective police service and management require the overall coordination of departmental activities and programs so that all citizens are assured of an equitable level of police service. Such coordination can best be achieved through the centralization of certain key activities, such as administration, departmental policy formulation, program planning, manpower and resource allocation, information management, citywide operations and communications control and dispatch, and centralization of police records. Centralization of these functions minimizes administrative activities at the district station level, while maximizing effectiveness by freeing police officers for patrol work and by supporting them with a comprehensive communications and information network.

POLICY 2

Provide the number of district stations that balance service effectiveness with community desires for neighborhood police facilities.

The distribution, location, and design of district stations should provide effective police services at the neighborhood level and maximize the number of police personnel available


GENERAL GROUPING OF RELATED NEIGHBORHOODS
NEIGHBORHOOD EDGES AND BARRIERS TO MOVEMENT
MAJOR ARTERIALS THAT DEFINE NEIGHBORHOODS
RECOMMENDED 9-DISTRICT GROUPING OF RELATED NEIGHBORHOODS

POLICE DISTRICT PLAN

for patrol work. A relationship and possible trade-off exists between the number of district stations and the effectiveness of police service since police personnel required for station staffing might be poorly utilized if there is insufficient demand for their services. In order to maximize patrol and service effectiveness and still maintain the symbolic neighborhood value and public service convenience provided by neighborhood police facilities, a balance must be struck between operational requirements for district stations and community desires for maintaining police facilities in their neighborhoods.

Community sentiment clearly favors nine district stations, and that number represents a satisfactory balance between operational efficiency and community desires for a neighborhood police presence. Therefore, unless public sentiment changes in the future, nine districts should be retained.

POLICY 3

Enhance closer police/community interaction through the decentralization of police services that need not be centralized.

Expressed community desires for maintaining a district station concept stems from the feeling that stationing police officers within a neighborhood fosters a greater sense of commitment, concern, and understanding, resulting in better police service and expanded community participation and cooperation in public safety efforts. This feeling is shared by police officers and suggests a greater decentralization of police personnel, operations, and services.

To the extent possible, the broad range of police services that do not require centralization for effective performance, should be decentralized with service responsibility assigned on a neighborhood or a district station level. Decentralization of services should be based on a comprehensive review of current police operations, long-range programs for future services, and community input. New and renovated district stations should have the inherent capacity and flexibility to accommodate decentralization of services.

POLICY 4

Distribute, locate, and design police support facilities so as to maximize their effectiveness, use, and accessibility for police personnel.

Firearms training should be supported by indoor facilities incorporated into the designs of district stations and police headquarters. Until there are sufficient indoor facilities, the Pistol Range at Lake Merced should be maintained but not expanded.

Diverse opportunities for physical fitness training should be readily and conveniently available to police personnel. Exercise facilities should be included in district stations. A major athletic facility should also be available to all personnel and relate closely to headquarters and the police academy.

Training for recruits and in-service training for sworn personnel should be supported by a police academy. The police academy should relate to the instructor pool at police headquarters and to the athletic facility. Classrooms for in-service instruction at district stations should also be provided.

The unique requirements of the Mounted Unit and direct service relationship with Golden Gate Park suggest that the existing stables be maintained and improved as required. The two horse stables in McLaren Park should be maintained.

A permanent hangar facility and landing pad for police helicopters is required and should be located in the "good weather belt" along the Bay. Proximity to headquarters is desirable. The design and siting of heliport and hangar facilities should be consistent with applicable control guidelines for this activity.

POLICY 5

As they require replacement, relocate existing nonconforming facilities consistent with community desires for neighborhood police facilities.

Stable and horse care requirements for mounted patrols, prior to the widespread use of vehicles, suggested that police stations be located in parks. Ingleside and Park Stations, which were built in 1910, are located in Balboa Park and Golden Gate Park for this reason. Likewise, the noise aspect of pistol practice suggested the remote location of this activity at Lake Merced. Replacement of horses by vehicles and developments in gunfire muffling techniques bring into question the logic of maintaining Ingleside and Park Stations and the Pistol Range in their current remote open space settings.

In light of the high community value attached to parks in San Francisco, the preservation and restoration of park areas to park use is a long-range objective. Under the Recreation and Open Space element of the Comprehensive Plan, police facilities in designated recreation and open space areas are nonconforming uses. As these facilities become obsolete and require replacement, they should be relocated, consistent with the location and neighborhood service policies of this plan, and consistent with community desires for continued location of a district station in the neighborhood.

POLICY 6

Design facilities to allow for flexibility, future expansion, full operation in the event of a seismic emergency, and security and safety for personnel, while still maintaining an inviting appearance that is in scale with neighborhood development.

The long-term service life of police facilities requires flexibility in their design so that changing methods for providing police services can be accommodated. Technological, social and attitudinal changes affect police operations, requiring facility modifications to accommodate changing personnel, equipment, and work patterns. Police facilities should be easily adaptable to new special configurations and have sufficient capacity to meet future service requirements.

Police facilities should be built to be operable in event of a seismic disaster, sited so as to minimize opportunities for covert attack, and designed to provide protection of personnel. In achieving security, design treatments should be such as to maintain an open and inviting character which integrates the police facility with the community. Police facilities should be easily identifiable, set community standards for maintenance, appearance, neighborhood amenity, and enhance the dignity of and respect for the law enforcement process.

Experience has shown that police facilities located in isolated settings are particularly vulnerable to attack. In addition to being security hazards, such facility locations are generally inaccessible to the community and should be avoided. Existing police buildings should be phased out of such locations.

POLICY 7

Combine police facilities with other public uses whenever multi-use facilities support planning goals, fulfill neighborhood needs, and meet police service needs.

Multiple use of police, fire, public health and other services or land uses should be encouraged whenever combined use is mutually reinforcing. In general, similar criteria govern the location of police, fire and emergency public health facilities and sufficient linkages exist between these services to warrant the consideration of combining these activities within one facility. Combined use of public services is further prompted by the scarcity of available sites that meet locational criteria.

OBJECTIVE 2

LOCATE AND DESIGN FACILITIES IN A MANNER THAT ENCOURAGES CONSTRUCTIVE POLICE/NEIGHBORHOOD INTERACTION.

The nature of police work entails numerous daily contacts with citizens, often during trying situations wherein the police are called upon to resolve conflicts or maintain law and order. Continuous communication, interaction and cooperation between the police and community on an informal basis foster understanding and develop ties which strengthen the community and aid the police in their peacekeeping responsibilities.

Neighborhoods want to relate to police personnel on an individual basis, as partners working together to improve the quality of community life. That process is aided by deploying police personnel on a district station basis. However, district station buildings in themselves do not generate community ties. Police personnel should continue their efforts to establish, maintain and expand those ties which reinforce police/community relations. The location, distribution, design and operation of police facilities can be a catalyst for promoting closer police, community understanding, and more responsive and effective police service.

POLICY 1

Provide expanded police/community relations and police services through outreach programs, primarily utilizing existing facilities.

Convenient community access to both police services and personnel promotes better public use of police services and develops closer police/community ties. District stations, conveniently located to neighborhood shopping areas, provide the opportunity for filing crime and accident reports, paying traffic warrants, receiving crime prevention information, discussing problems with community relations officers, and meeting neighborhood patrol personnel. Police officers in turn get to know the people they serve, including their concerns and expectations relating to police services.

Community needs may warrant the establishment of a "Neighborhood Services Facility," such as a storefront facility which provides municipal services on a neighborhood level. Inclusion of community relations and other police services should also be considered in conjunction with such a facility. Police neighborhood storefronts should be tested for their feasibility. However, in light of high administrative, security, and maintenance costs attached to "Neighborhood Storefronts," expanded police/community relations service for San Franciscans should be primarily a function of outreach programs conducted by police personnel utilizing existing community facilities.

POLICY 2

Establish police district boundaries along natural neighborhood edges, and reinforce neighborhood identity by locating district stations near the centers of their service areas.

Locating district stations near the centers of their service areas reinforces community awareness of police service presence, adds to the convenience of personal visits to district stations, and is conducive to increasing interaction between neighborhood residents and district police personnel.

In general, those elements which define neighborhoods also tend to be barriers to movement. Efficient police operations generally call for using barriers to movement as district boundaries. Locating stations centrally within a district also tends to minimize travel time within the district. Both of these operating criteria reinforce this policy.

POLICY 3

Design police facilities to maximize opportunities for promoting community/police relations through dual use of facilities.

The primary purpose of pistol practice, in-service training, and physical fitness facilities is to maintain police force performance standards. However, these facilities can serve as community resources when they are made available to the public, particularly youth, on a supervised basis. Opening police facilities for community use promotes opportunities for informal interaction between police personnel and the public, establishing ties which foster police/community understanding.

Pistol range facilities can be used for recreational marksmanship programs. In-service training classrooms can be used for community meetings and police safety information programs. Athletic facilities can be used for "Youth Services Bureau" programs and major youth tournaments.

CRITERIA FOR POLICE FACILITIES

Based on the objectives and policies of this plan, the following functional, locational, neighborhood relations, and design criteria are recommended for police facilities.

POLICE HEADQUARTERS

- *Functional Criteria:*

  Police Administration Center

  Police Department Staff Services

  Investigative Bureaus (citywide overview)

  Central Communications & Operations Command

  Crime Lab, Photo Lab & Property Clerk

  Police Records & Suspect Detention

  Police Academy

  Police Athletic Facility

  Police Range

  Helicopter Access

- *Distribution Criteria:*

  One centralized facility with good citywide access, both vehicular and public transit.

- *Location Criteria:*

  Direct proximity to related criminal justice services of the criminal courts, District Attorney's Office, and detention facilities.

- *Neighborhood Relations:*

  Convenient public transit access to police headquarters.

  Direct public access to public services and general information.

- *Design Criteria:*

  New facilities should reflect the objectives, policies, and criteria of the "Urban Design Element" of the Comprehensive Plan to the extent they are applicable.

  Controlled access and security for operational, investigative, and administrative functions.

  Uninterrupted operational capability in the event of a seismic disaster.

  Sufficient secured parking for both police vehicles and police personnel.

DISTRICT STATIONS

- *Functional Criteria:*

  Outlet for neighborhood-related police services and other operations that need not be centralized.

  Command responsibility for district police activities.

  Administrative and support communications center for district patrol activities.

  Suspect booking and detention.

  Service and information for "walk-in" requests.

  Storage for police vehicles and equipment.

  Briefing, locker, and deployment center for patrol personnel.

  In-service training, physical fitness and pistol range facilities.

  Interview rooms.

  Juvenile services.

  Center for police/neighborhood interaction.

- *Distribution Criteria:*

  Stations should serve recognized and geographically defined areas of the city, and should encompass entire neighborhoods to the extent possible.

  There should be no major physical barriers within a district service area which may impede access by police.

  The number of district stations should minimize patrol force travel time to and from the areas served.

  The number of district stations should reflect community desires for these facilities, consistent with community willingness to pay for their construction, maintenance and staffing.

  District stations should service equitable workloads and provide a uniform level of service to all citizens.

- *Location Criteria:*

  Stations should be located so as to minimize access time to all points within the district served.

  Stations should be accessible to the public, particularly by public transit.

  Stations should be located so as not to constitute a nuisance or hazard to surrounding land uses.

  Whenever possible, stations should be combined with other public facilities so as to maximize community awareness and support of public services.

- *Neighborhood Relations:*

Ready public access to police services and district personnel should be assured.

Community use of facilities such as meeting rooms and gym when incorporated within the district should be provided on a supervised basis.

- *Design Criteria:*

Stations should be open, unimposing and in scale with surrounding development.

Controlled access and security for police personnel and public.

Operational capability in the event of a seismic disaster.

Community meeting rooms and gym facilities should be included if these facilities are not readily available.

Sufficient capacity and spacial flexibility to accommodate increase in patrol force assignments of both male and female officers, and expansion of police services.

Good vehicular access and dispatch flexibility should be available.

Sufficient secure parking for police and personnel vehicles.

AUXILIARY SERVICE AND SUPPORT FACILITIES

POLICE ACADEMY (PERSONNEL AND TRAINING)

- *Functional Criteria:*

Maintain personnel records and process recruits.

Conduct academy classes, including physical fitness training.

Develop training films and manuals.

Conduct in-service training program.

- *Distribution Criteria:*

Police academy classrooms should be in proximity to police headquarters: however, local universities should also be used for recruit training and in-service training.

- *Location Criteria:*

Police academy facilities should be located near the "instructor pool" based at police headquarters.

The police academy should be accessible by public transit.

- *Neighborhood Relations:*

Academy classrooms should be used for community instruction programs related to law enforcement and for recruitment programs.

- *Design Criteria:*

Police academy facilities should have sufficient capacity for recruit training and in-service training.

PISTOL RANGE

- *Functional Criteria:*

Training of recruits and personnel.

Implementation of police firearm recertification program.

Maintenance and testing of firearms.

- *Distribution Criteria:*

Pistol range facilities should be incorporated at police headquarters and at district stations in order to minimize travel time and encourage practice.

- *Location Criteria:*

Pistol range facilities should be secure from intrusion and not constitute a noise nuisance.

- *Neighborhood Relations:*

Pistol range facilities should be made available for recreational purposes on a supervised basis.

- *Design Criteria:*

Pistol range facilities should be confined and isolated for safety and noise control.

POLICE ATHLETIC FACILITY

- *Functional Criteria:*

Fitness training for new recruits.

Fitness training for police personnel.

- *Distribution Criteria:*

At least one major police athletic facility should be centrally accessible to all police personnel.

- *Location Criteria:*

A police athletic facility should be centrally and conveniently located, integrated with the police academy, and near police headquarters.

- *Neighborhood Relations:*

Police athletic facilities should be made available for community use on a supervised basis.

Police personnel should be encouraged to use neighborhood athletic facilities for exercise and training.

- *Design Criteria:*

Police athletic facilities should be sufficiently diverse and comprehensive to encourage widespread departmental fitness participation.

PARK AND BEACH, AND MOUNTED UNIT FACILITIES

- *Functional Criteria:*

Command, briefing, and administration of patrol force.

Locker and storage facilities for vehicles and equipment.

Stable and care facilities for horses.

- *Distribution Criteria:*

To the extent that park and beach patrols are not performed by district stations, one Park and Beach Unit and one Mounted Unit facility is required.

- *Location Criteria:*

Park and Beach Unit facilities should be located near park and beach service areas.

Mounted Unit facilities should be retained in Golden Gate and McLaren Parks.

- *Neighborhood Relations:*

The operation of Park and Beach Unit facilities should not detract from public enjoyment of park and beach facilities.

- *Design Criteria:*

Park and Beach, and Mounted Unit facilities are functionally similar to a district station and should be governed by similar design criteria.

Stables for horses of the Mounted Unit should be of fireproof construction, in addition to meeting seismic standards.

POLICE HELIPORT FACILITIES

- *Functional Criteria:*

Command of unit activities.

Maintenance and storage of equipment.

Landing pad for helicopter.

- *Distribution Criteria:*

One heliport landing and maintenance facility for patrol helicopters and emergency optional landing sites are required.

- *Location Criteria:*

Police heliport facilities should be located in the "good weather belt" along the Bay and sited so as not to be a noise nuisance to adjacent properties.

- *Neighborhood Relations:*

Police heliport operations should be in conformance with noise control, development and environmental guidelines.

- *Design Criteria:*

Heliport facilities should be secured and not constitute a fire or crash hazard.

NEIGHBORHOOD SERVICE OFFICES

- *Functional Criteria:*

Provide a convenient and informal setting for individuals to discuss police-related concerns with police personnel and community relations officers.

A convenient outlet for police services such as paying warrants, filing crime reports, or receiving crime prevention information.

- *Distribution Criteria:*

Neighborhood Service Offices should be located in communities that do not have ready access to district stations and desire such a facility.

Police Neighborhood Service Offices should relate to and be combined with other neighborhood municipal service offices to the extent practical.

- *Location Criteria:*

Neighborhood Offices should be located in community shopping centers.

Neighborhood Offices should be readily accessible by foot and transit.

- *Neighborhood Relations:*

Neighborhood Offices should be responsive to the unique service requirements of the community served.

- *Design Criteria:*

Neighborhood Offices should be open, unimposing, and in scale with community character.

SAN FRANCISCO MASTER PLAN

FIREHOUSES

I. THE FIREHOUSE LOCATION PLAN

A. Objectives of the Firehouse Location Plan

The Firehouse Location Plan of San Francisco is intended to serve as a guide to the greatest degree possible the following objective:

> Development of a system of firehouses which will meet the operating requirements of the Fire Department in providing fire protection services and which will be in harmony with related public service facilities and with all other features and facilities of land development and transportation provided for in other sections of the Master Plan.

B. Principles of the Firehouse Location Plan

The following principles are an integral and basic part of the Firehouse Location Plan:

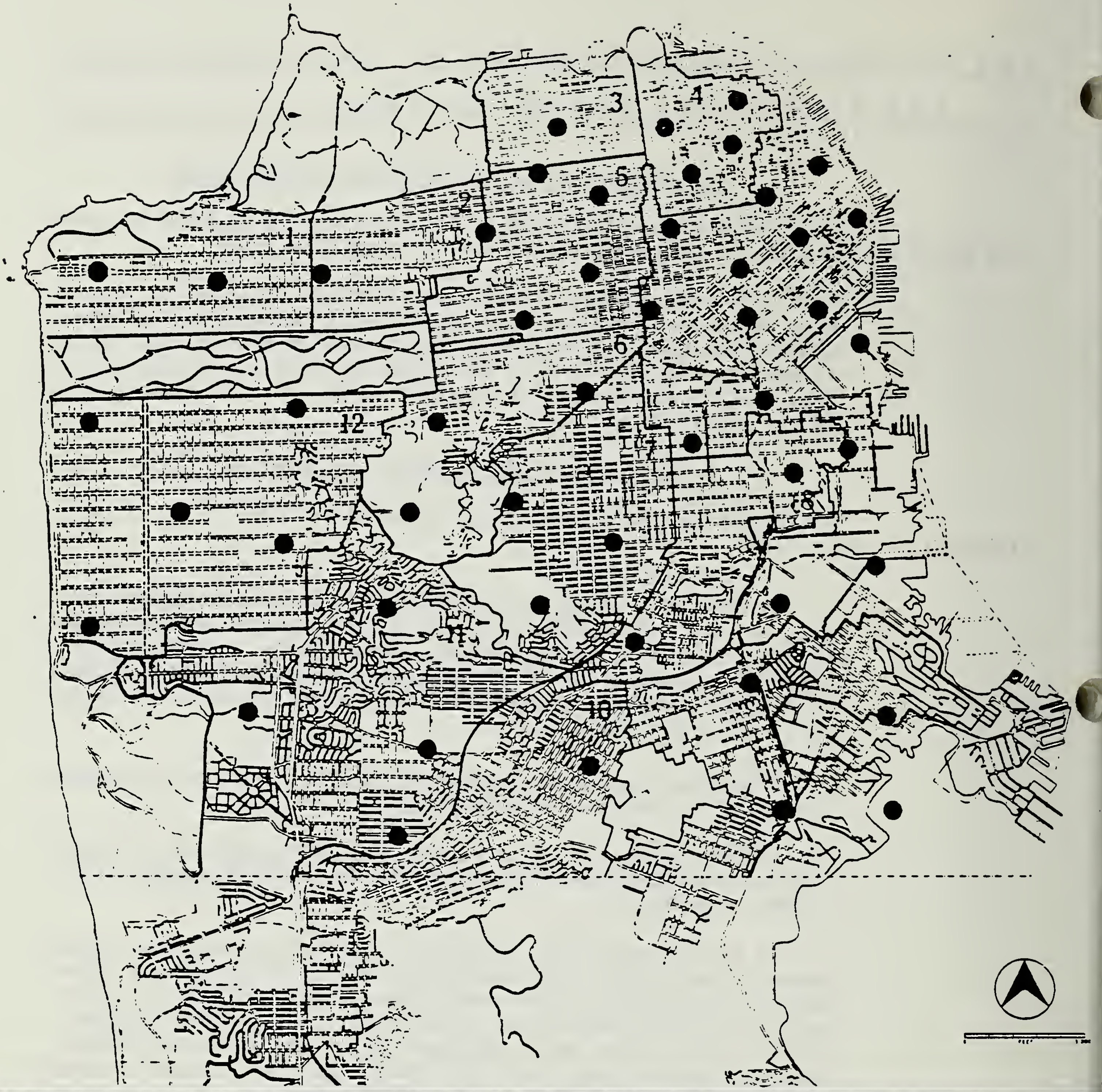
1. In general, firehouses should be distributed throughout the city so that each firehouse has a primary service area extending within a radius of one-half mile. This spacing should vary in relation to population densities, building intensities and types of construction, the pattern of trafficways, and with the relative degree of fire hazard.

2. Firehouses should be located on streets close to and leading into major or secondary thoroughfares.

3. Firehouses should be so located that no topographic barriers require time-consuming detours within the primary service area of each firehouse.

4. In each service area firehouses should be located in or near areas of relatively high population density or adjacent to commercial areas rather than within low-density residential areas, in order to be closer to areas where the greatest fire hazards exist, and in order to be situated on streets where the normal activity is such that fire calls will cause less relative disturbance to those living adjacent to firehouses.

5. Firehouse sites should be of sufficient size to allow provision of adequate sleeping, eating, and recreational space for the total number of men to be housed at any one time.



PUBLIC FACILITIES SECTION OF THE MASTER PLAN OF SAN FRANCISCO

FIREHOUSE LOCATION PLAN

● FIREHOUSE LOCATION

2 COMMUNITY BOUNDARY

THIS PLAN WAS ADOPTED BY RESOLUTION NUMBER 4099 ON OCTOBER 9, 1952, AND AMENDED BY RESOLUTION NUMBER 4420 OF THE CITY PLANNING COMMISSION AT A REGULAR MEETING HELD ON MAY 5, 1955

PUBLIC FACILITIE

1

PLATE

SAN FRANCISCO MASTER PLAN

LIBRARIES

II THE LIBRARY LOCATION PLAN

A. Objective of the Library Location Plan

The Library Location Plan of San Francisco is intended to serve as a guide to the following objective:

1. Development of a public library system in San Francisco which will make adequate and efficient library service freely available to everyone within the City, and which will be in harmony with related public service facilities and with all other features and facilities of land development and transportation provided for in other sections of the Master Plan.

B. Principles of the Library Location Plan

The following principles are an integral and basic part of the Library Location Plan:

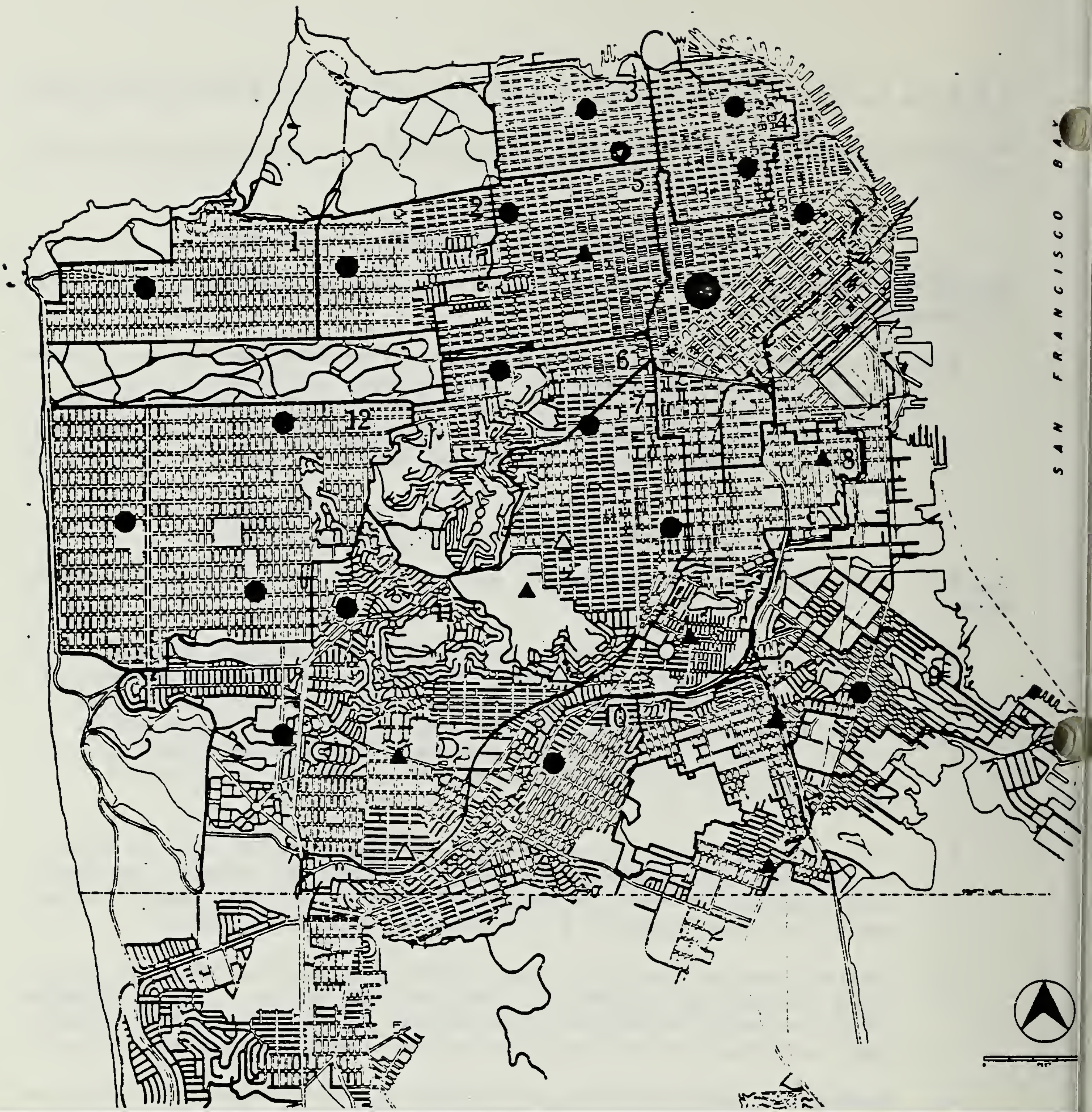
1. In general, branch libraries should have a service area range of not more than one mile, and should be distributed so that all sections of the residential community areas of the City are within the service range of a public library. The spacing of branch libraries should vary in relation to present and prospective population densities and characteristics, physical barriers, and transit and trafficways patterns.

2. In general, the library system should be comprised of large branches each serving a population of 25,000 to 50,000. In areas of low population density or areas prescribed by physical barriers small branches may be developed to serve a population of 10,000 to 15,000.

3. Branch libraries should be located where a variety of community facilities attracts the residents of the surrounding area. Branch libraries should be easily accessible to pedestrian routes and vehicular trafficways, and should be not more than a level block from a transit stop.

4. Parking for motor vehicles and bicycles should be readily available on or near the sites of branch libraries.

5. Public library buildings should be simple and functional in design and in harmony with their surroundings. Buildings should be planned for the pleasure and convenience of the public, and for economy and efficiency in operation and maintenance.



PACIFIC OCEAN
SAN FRANCISCO BAY
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PUBLIC FACILITIES SECTION OF THE MASTER PLAN OF SAN FRANCISCO

LIBRARY LOCATION PLAN

●	MAIN LIBRARY
●	LARGE BRANCH
▲	SMALL BRANCH
△	INTERIM BRANCH
—3—	COMMUNITY BOUNDARY

THIS PLAN WAS ADOPTED BY RESOLUTION NUMBER 4149 ON APRIL 30, 1953, AND AMENDED BY RESOLUTION NUMBER 5197 OF THE CITY PLANNING COMMISSION AT A REGULAR MEETING HELD ON DECEMBER 17, 1959

RECOMMENDED

DIRECTOR OF PLANNING

APPROVED

PRESIDENT

ATTEST

SECRETARY

SAN FRANCISCO MASTER PLAN

PUBLIC HEALTH CENTERS

VI PUBLIC HEALTH CENTER LOCATION PLAN

A. Objective of the Public Health Center Location Plan

The Public Health Center Location Plan is designed as a guide to the following objective:

1. Distribution throughout the city of district public health centers to make the educational and preventive services of the Department of Public Health convenient to the people, thereby helping to achieve the goals of the public health program in San Francisco.

The goals of the public health program are to create and maintain a healthy environment in which people may live and work, to help each individual in a community reach and sustain his maximum capacity for health, and to promote physical and mental efficiency through organized community effort. In a city such as San Francisco, district health centers properly located to suit the public need and convenience are important in achieving these goals.

B. Principles of the Public Health Center Location Plan

The following principles are an integral and basic part of the Public Health Center Location Plan:

1. District public health centers should be distributed throughout the city so that each serves a population varying from 75,000 to 150,000, depending on the extent of need of the population served.

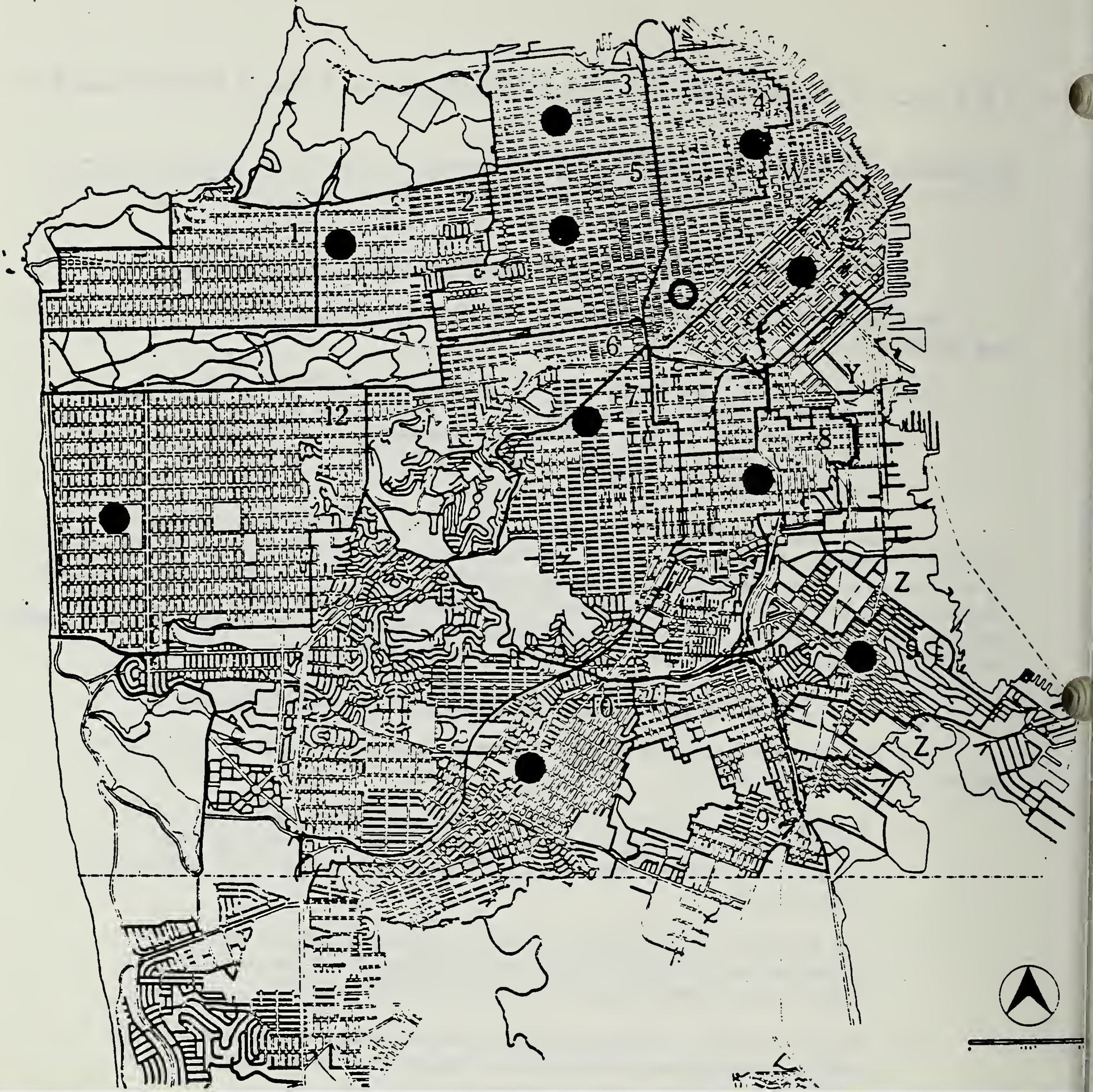
2. For maximum convenience a health center should be centrally situated in relation to the population served in each health district, and convenient to public transportation.

3. Where possible, district health centers should be grouped with public schools and recreation grounds in a community center.

4. The design of public health centers should be functional and flexible to suit present needs and to be adaptable to the potential activities of the Department of Public Health.

5. Conference stations should be established where needed within a health center district to serve a population of 25,000 to 50,000.

6. Conference stations, operated from district health centers, when needed, should be located if possible in existing public or community facilities such as schools or recreation centers.



PUBLIC FACILITIES SECTION OF THE MASTER PLAN OF SAN FRANCISCO

PUBLIC HEALTH CENTER LOCATION PLAN

● DISTRICT PUBLIC HEALTH CENTER LOCATION
○ INTERIM DISTRICT PUBLIC HEALTH CENTER
3 COMMUNITY AND WORKING AREA BOUNDARY

THIS PLAN WAS ADOPTED BY RESOLUTION NUMBER 5264 OF THE CITY PLANNING COMMISSION AT A REGULAR MEETING HELD ON MAY 12, 1960

6
PLAT

SAN FRANCISCO MASTER PLAN

NEIGHBORHOOD CENTERS

NEIGHBORHOOD CENTER FACILITIES
A PART OF THE COMMUNITY FACILITIES ELEMENT
OF THE COMPREHENSIVE PLAN
CITY AND COUNTY OF SAN FRANCISCO
DEPARTMENT OF CITY PLANNING

INTRODUCTION

The purpose of the Neighborhood Center Facilities Plan is to establish objectives, policies and criteria for meeting San Francisco's need for such centers. The objectives address broad goals as they govern the location, distribution, design and use of neighborhood centers, and the more detailed policies and criteria articulate the objectives and serve as guidelines for decision-making.

This plan deals principally with the distribution, location and design of neighborhood centers. It neither sets priorities for locating centers nor makes judgments as to what services or activities should be housed in any particular center. With respect to City-owned centers the authority for these decisions and assignment of center operating responsibilities rests with the Board of Supervisors who, in making their decisions, may call upon the community for input, and request technical assistance and advice from the Department of City Planning and other public agencies.

The plan was prompted by community requests for development of City-owned neighborhood centers, and subsequent funding allocations for a Neighborhood Centers Program utilizing Community Development and other funds that may become available.

BACKGROUND PERSPECTIVE

Community services and facilities to meet social, cultural, educational, recreational and civic needs contribute significantly to the quality of community life. Traditional public facilities such as libraries, schools, recreation centers and public health clinics have long been recognized as meeting many of those needs. In addition, many neighbrhoods are served by private non-profit community centers that are often available to the general public and provide services at no cost or low to moderate fees. These neighborhood centers, such as those connected with the YM/YWCA's or Golden Gate Neighborhood Centers Association, often provide recreational and cultural programs, child-care services, senior citizen programs, health screening, and various counseling and referral services.

In many instances, however, citizens are deprived of ready access to the foregoing services because neighborhoods lack adequate facilities to house needed services. In other cases, the inability of facilities to meet code requirements, such as open space standards for child care or kitchen health standards for meals programs, precludes provision of services. Furthermore, existing services are often inaccessible to many people they ought to serve.

For these reasons, many San Franciscans do not have adequate access to needed human services, and therefore a commitment should be made to develop a network of neighborhood centers that will provide a focus for neighborhood activities and services. These centers would provide new and better locations for existing services that are inadequately housed, and would have space for new services or expanded existing services to meet the needs of a particular neighborhood. In addition to providing services directly, the neighborhood centers can be used to refer residents to other locations in a citywide network of services.

FUNDAMENTAL ASSUMPTIONS

1. THE QUALITY OF COMMUNITY LIFE IS ENHANCED WHEN SERVICES AND FACILITIES THAT MEET DIVERSE HUMAN NEEDS ARE READILY AVAILABLE.

A socially responsive society maintains an awareness of the needs of its citizens, and is particularly sensitive to basic life-sustaining needs such as requirements for health services, neighborhoods also need a focus for community life and opportunities for informal activities and programs related to the recreation, education and civic concerns of all age groups. Neighborhood center facilities can provide the physical setting for fulfilling these needs.

2. EXPANDING COMMUNITY RESPONSIVENESS TO MEETING SOCIAL NEEDS AND ENRICHING HUMAN LIFE REQUIRES THE DEVELOPMENT OF ADEQUATE AND FLEXIBLE FACILITIES TO HOUSE NEEDED SERVICES.

Increasing national awareness of the needs of many people including the economically disadvantaged, elderly, underemployed and single parent households has resulted in substantial expansion of both private and public efforts to meet the basic service needs of these groups. Also, interest in civic and community activities on a neighborhood level has increased in recent years.

The expansion of social services and increased participation in neighborhood activities have resulted in an acute awareness of the inadequacy of existing facilities, both public and private, to meet needed spatial and functional requirements. If needed services are to be provided and neighborhood awareness encouraged, adequate and flexible community centers are necessary.

3. WHILE NEIGHBORHOOD CENTERS PROVIDE FACILITIES FOR HOUSING SERVICES, THE SUCCESS OF CENTER OPERATIONS RESTS WITH THE COMMUNITY.

Neighborhood Center facilities only provide the physical shell to house services, programs and activities. The success of center operation depends of the level of community involvement, interest and support in making the center responsive to the social cultural, recreational and civic needs of the neighborhood served and a focus for community life.

THE PLAN FOR NEIGHBORHOOD CENTER FACILITIES

OBJECTIVES AND POLICIES

Objective 1 Assure that neighborhood residents have access to needed services and a focus for neighborhood activities.

One component contributing to the quality of the living environment is the availability of community services and facilities designed to meet the cultural, social and recreational needs of neighborhood residents. While there are already many neighborhood services and facilities (libraries, recreation centers, health centers, police stations, schools) there are still unmet needs. Services to be provided vary according to the composition and needs of the population in the area and include activities such as child care, health care, youth activities, senior citizen programs and adult education and enrichment programs.

A multi-purpose neighborhood center not only is a facility that provides needed services, but is a place where neighbors can gather and socialize, and is a symbol to all residents of the binding sense of "community" shared by the neighborhoods. As such a neighborhood center serves as a focus for community activities.

Policy 1 Provide neighborhood centers in areas lacking adequate community facilities.

Some San Francisco neighborhoods lack adequate physical facilities for needed services and for neighborhood activities. Therefore, the City should undertake programs to provide multipurpose centers in neighborhoods where they are lacking or inadequate. Centers need not be new, independent buildings, but can be additions to existing community facilities such as schools, libraries, health centers and recreation centers. Rehabilitation and renovation of such existing public buildings can result in useful neighborhood centers.

Policy 2 Assure that neighborhood centers complement and do not duplicate existing public and private facilities.

In assigning resources to develop neighborhood centers, care must be taken so as not to duplicate existing facilities with adequate capacity. Before a neighborhood center is constructed or acquired by the City, all existing facilities in the neighborhood should be surveyed and evaluated with respect to their adequacy. Expansion of existing facilities should first be explored before establishing a new facility. If required and practical, new facilities should be conveniently located in relation to existing public facilities. When developing a new facility consideration should also be given to relocating existing City and private services into it from rental quarters or spaces which are too small or otherwise substandard.

Policy 3 Develop centers to serve an identifiable neighborhood.

A community must strongly identify with its neighborhood center if successful and responsive use and service is to occur. Clearly locating a center within a perceived neighborhood strengthens the sense of identity between the residents and the center. As a physical symbol of the neighborhood the center could generate greater neighborhood interest and participation in its activities and programs. The diverse character and size of San Francisco's districts and neighborhoods will cause considerable variety in the scale and character of centers.

Policy 4 Locate neighborhood centers so they are easily accessible and near the natural center of activity.

Participation in neighborhood centers activities and programs is encouraged when centers are visibly located near or within areas where neighborhood activity is clustered such as neighborhood shopping areas, recreation centers, libraries, schools and health centers. Centers should be easily accessible, particularly by foot and public transit. Major trafficways are not good locations in view of possible congestion and lowered standards of safety and traffic engineering.

Policy 5 Develop neighborhood centers that are multipurpose in character, attractive in design, secure and comfortable, and inheritantly flexible in meeting the current and changing needs of the neighborhood served.

In order for neighborhood centers to be effective they should be multi-purpose and sufficiently flexble to accommodate all potential users, including children, handicapped people, and elderly.

Spaces and rooms should lend themselves to various activities in response to the many and changing needs of a particular community. This can be achieved through the use of movable partitions and by providing ample storage space.

The scale of the center should be adequate and appropriate for the number of people to be served and in keeping with community character. Centers should be attractive and comfortable in design, and arranged to provide security for users, equipment and materials.

Policy 6 Base priority for the development of neighborhood centers on relative need.

The general level of need for and access to community services varies among neighborhoods. The types and mix of services desired also varies. In determining priorities, consideration should be given to neighborhoods in greatest need of centers, with special emphasis for the disadvantaged.

Income is a key indicator of service need, since lower-income people do not have the financial ability to purchase services such as child care, health care, recreation and personal development/career enrichment programs. Likewise, existing facilities in lower-income neighborhoods tend to be older and inadequate for needed services.

Another major consideration is access to services. Many people, particularly lower-income and elderly people, are denied needed services because these services are virtually inaccessible. Facilities should be first provided in those neighborhoods where basic livability services are needed and where people are being denied these services due to poor access.

Policy 7 Program the centers to fill gaps in needed services, and provide adequate facilities for ill-housed existing services.

All neighborhoods have some social services, and facilities that house those services. However, often there are "service gaps" where needs and services do not match. Child care, senior citizen programs and activities, and places for neighbors to meet and conduct community programs are often lacking. New neighborhood centers should seek to complement and supplement existing services and activities. Since the facilities that house existing services may be inadequate, often jeopardizing the continuation of expansion of a much-needed service, new or improved neighborhood centers should provide for the relocation of services from substandard facilities.

Policy 8 Provide neighborhood centers with a network of links to other neighborhood and citywide services.

It is often not practical, and even not desirable, to house a full range of services for the entire neighborhood in a single center. For example, child care and a drug abuse program may not be compatible in the same facility. However, in order to facilitate broad access to services, neighborhood centers should be the pivotal point in the community, providing referrals to other facilities and thus linking together all services to make them available to each neighborhood.

Neighborhood centers should have linkages with and relate to the neighborhood programs and facilities of the Art Commission, Commission on Aging, Recreation and Park Department, Public Library, Unified School District, Police Department, Health Department, Department of Social Services, and private service agencies.

Objective 2 Provide neighborhood centers that are responsive to the community served.

Basic to the notion of a neighborhjood center is that it be responsive to the broad needs and desires of the community served. If a center fails in this regard it will cease to be used by neighborhood residents. In order to develop and operate centers that are responsive, active neighborhood participation in the planning, programming and ongoing management of the center must be maintained.

In general, centers should be planned so that no single group, activity or program is predominant. Programs should be oriented toward all age groups and provide a mix of specialized services, referral services and general activities.

The effectiveness of the centers' program and activities should be periodically evaluated to assess whether the needs of the community are being met and whether potential center users are being denied access due to inadequate programming or other causes.

Policy 1 Assure effective neighborhood participation in the initial planning, ongoing programming, and activities of multi-purpose neighborhood centers.

Neighborhood participation is essential to the successful and responsive functioning of a neighborhood center. Neighborhood input, from the initial planning stages through center programming and management, instills a sense of neighborhood control of the center. This is vital to the acceptance of the center as a true neighborhood facility. Also, broad neighbrohood participation in center programming is essential to the definition of unmet needs and assessment of the level of interest in various programs and activities. Neighborhood comment and reaction to center operation and programs should be continuously monitored and programs and activities modified to meet changing needs.

Policy 2 Provide an effective and responsible management structure for each neighborhood center.

Effective center management and administration is essential if the many and varied needs of a neighborhood are to be met. The various center programs and activities must, in addition to being responsive to neighborhood needs, be compatible, coordinated and scheduled to match user needs. In addition, provision must be made for ongoing facility operation, maintenance and administrative management.

There are several alternative approaches for assigning neighborhood center management responsibility, including having one agency/service provider within each center take the lead and assume this responsibility, contract with an independent firm for center management services, or management by a non-profit corporation responsible to either a community board or a coalition of service providers located within the neighborhood center.

Policy 3 Insure continuing responsiveness to neighborhood needs by making clear assignments of responsibility for supervision of center operation and administration.

In order to insure that neighborhood centers in each community continue to function in a responsive and responsible manner, some entity, separate from center management, should be assigned the responsibility of administrative supervision of centers for the City. Administrative supervisory responsibilities include general monitoring of center activities, assessment of programs, technical assistance and general supervision of center operations, management and maintenance.

There are several alternative approaches for assigning administrative supervisory responsibilities, including assumption of responsibilities by an experienced private agency acting for the City, use of an existing agency of local government, or creation of a new public agency.

Criteria for Locating Neighborhood Centers

One of the key elements in successfully planning multi-service centers for use by specific population groups is the location. Location plays a major role in the outreach efforts of service providers. A conveniently placed facility, for example, will help encourage people who have already heard of the center to use its services. If the center is prominently placed it will remind people of its presence and even advertise itself to people who otherwise would not know of its existence.

Criteria for Neighborhood Center Location

The center should be centrally located

- The center should be located in an area which is easily accessible and highly visible to the population it is intended to serve.
- Areas near collector streets with relatively large amounts of vehicular and pedestrian traffic should be considered initially. The facility should not be placed on the major roadway but should be convenient to it.
- Centers should be located near support facilities such as schools, parks, libraries and recreational facilities.
- Locations near other types of services will substantially reduce the need for residents to travel to other parts of the city for needed services. Several purposes can then be accomplished in one trip.

The location should contain elements which act as a focus for the community.

- Sites near landmarks, neighborhood shops, or major intersections are often suitable locations.

Centers should be near public transit stops, especially those directly serving the population groups to be reached.

Service centers should be located within neighborhood boundaries; however, programs could be developed to serve surrounding or adjacent communities. Information and referral services, for example, could be utilized by persons other than local residents without causing a measurable reduction in program services to the local community.

Centers should be located so that center-related activities and center uses are compatible and supportive of adjacent land uses, and do not disrupt nor detract from adjoining uses.

Center sites should be protected from the negative effects of vehicular traffic. Facilities should be accessible without requiring patrons, particularly children and the elderly, to cross streets which carry heavy vehicular traffic. Entrances should be located in such a manner as to provide safe ingress and egress and smooth circulation patterns.

Design Guidelines

The design of a neighborhood center will have a critical influence upon the center's program development and the perception of its quality and character by the community. Since these facilities would benefit the greatest number of users by being located adjacent to predominantly residential districts, they must be designed in such a way that they do not make neighboring properties less desirable due to their appearance, increased noise, congestion or activity.

- The facility should provide rooms and spaces suited to the particular service needs of each area.
- The user community should participate in design development, and specific space should be set aside for murals or other forms of community expression. Additional space should be provided for neighborhood meetings, and priority should always be given to community groups for use of this space.
- The facility should be non-bureaucratic and informal in nature to achieve a friendly, pleasant and inviting feeling.
- Because multi-purpose centers must meet changing community needs, flexibility for a variety of program activities should be inherent in their design.
- The location of all services should be visible from the main entrance. An information and referral center should be visible from and close to the main entrance.
- Rooms and spaces should be well-suited to unique services with separations from exclusive or incompatible uses. This may include the design of separate entrances and exits or floor separations. When such separations cannot be provided, time schedules should be worked out to avoid conflicts.
- Passive interior and exterior spaces should be separated from more active areas.
- Doors, elevators, toilets, entrances, drinking fountains, telephone locations, curbs, parking and other features should be designed to accommodate the physically handicapped, children, and the elderly.
- Exterior space should haver a feeling of openness, with areas set aside which are conducive to conversation and other types of interaction.

SAN FRANCISCO MASTER PLAN

TRANSPORTATION

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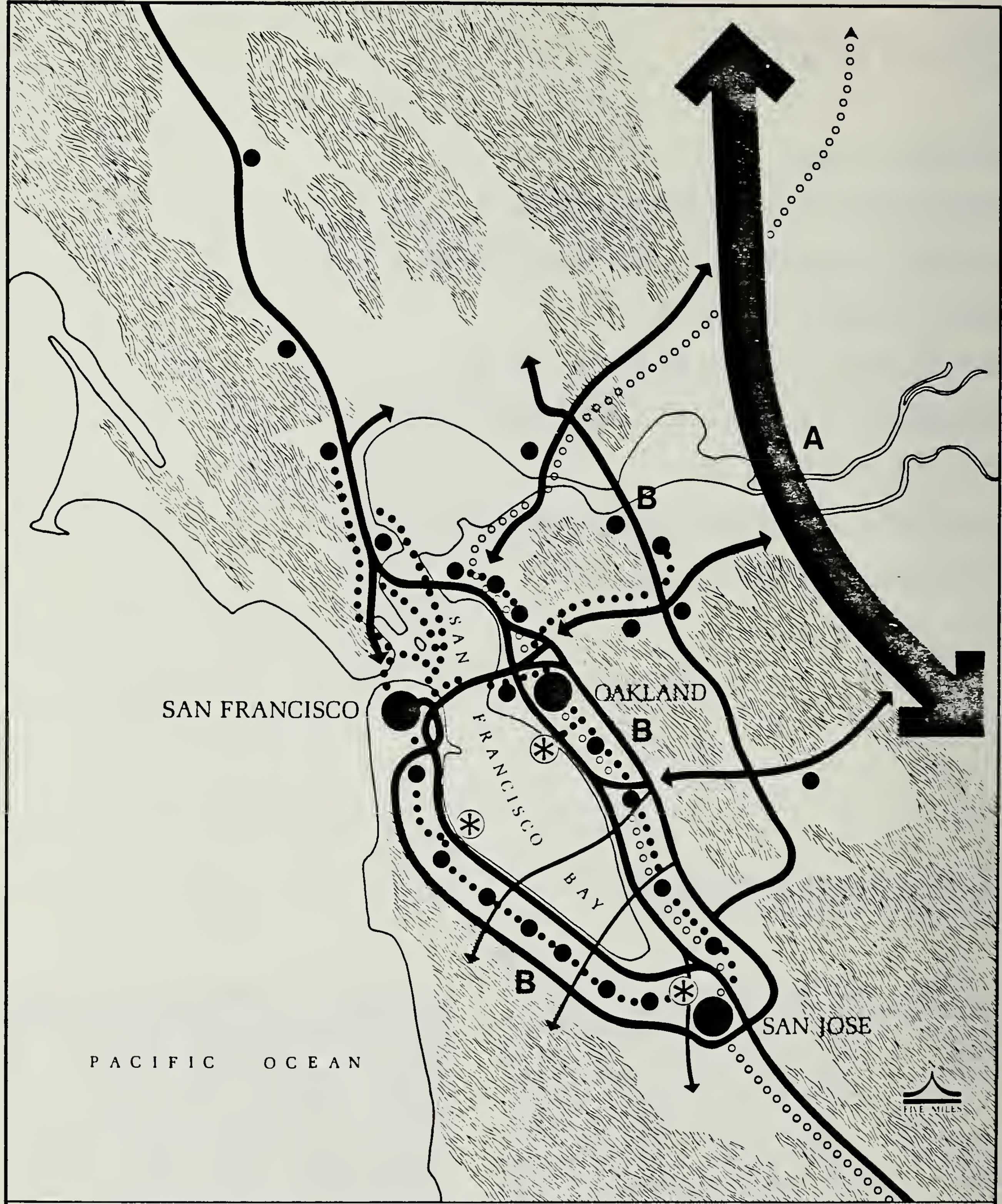
INTRODUCTION

The Plan for Transportation is composed of several sections, each of which deals with an important component of the transportation system. The plan sections are (1) the Mass Transit Plan, (2) the Vehicle Circulation Plan, (3) the Pedestrian Circulation Plan, (4) the Bicycle Plan, (5) the Downtown Transportation Plan, and (6) the Citywide Parking Plan. Each consists of objectives and policies regarding a particular segment of the master transportation system and related maps which describe key physical aspects. Since these modal plans are alternative travel systems which often parallel each other, they must be read together to understand the functions assigned to each and their characteristics. Each must also be understood in relation to the other elements of the Comprehensive Plan of the city. The Downtown Transportation Plan isolates downtown San Francisco for special coverage because of the unique problems associated with travel to, from and within the single most important travel destination in the Bay Area.

An overall framework for the separate plan components is provided by the statement of General Objectives and Policies for Transportation, which introduces the Plan. The two general objectives are intended to express desirable goals. They may not always be in harmony. For instance, it may not be possible to satisfy all travel needs in the most convenient manner and at the same time maintain a transportation system which preserves and promotes a desirable living and working environment, supports development in the right locations, and is financially reasonable. Each specific proposal or policy in the separate plans might well be seen as a compromise among these overall objectives and policies, based on weighing the advantages, disadvantages and costs of various alternatives.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SAN FRANCISCO BAY
SAN JOSE
PACIFIC OCEAN
FIVE MILES

REGIONAL TRANSPORTATION POLICIES

● CITY CENTER

━ MAJOR REGIONAL HIGHWAY

▨ MOUNTAINS

○○○○●●● RAPID TRANSIT Interregional and Regional

⊛ REGIONAL AIRPORT

A Major interregional and interstate automobile and truck movements should occur east of the metropolitan area, on the main spine of the Interstate Highway System.

B Regional highways should provide access among parts of the region, generally on the periphery of city centers.

C Intercity and interregional rail and bus terminals, but not airports, should be located in city centers.

D The regional rapid transit system should provide direct access from city centers to other city centers and to all regional airports.

FUNDAMENTAL ASSUMPTIONS

AUTOMOBILE TRAVEL IN THE CITY

The impact of automobile traffic on the San Francisco environment is an undeniable problem. Increasing traffic portends more damage in addition to greater difficulty and inconvenience in traveling by car within the city. A basic assumption of the Transportation Plan is that a desirable living environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods must be used to control and reshape the impact of automobiles on the city and to use other means of transportation to improve the environment.

One method for controlling automobiles is to limit the capacity of streets and highways, especially those entering the city. Some such limits will be necessary to prevent commuter travel from changing the character of many parts of the city and overburdening local streets.

A second method is to improve transit service in order to make it at least as efficient and comfortable as the private auto, both for commuters and for residents with many kinds of trip purposes. While some people ride transit because they have no alternative, others will ride only if transit is the better way to travel. Within San Francisco, fortunately, the Municipal Railway has maintained a higher level of service than most cities. The approach can be made even more positive by "selling" transit with continuously better service to attract more riders. It is an assumption of this Plan that the convenience and comfort of transit service will have to be increased sufficiently to attract a larger proportion of total travel within the city.

Another method for controlling the total level of automobile traffic, but the least desirable one, is that of accepting congestion in certain circumstances. Congestion signals to travelers that the system is overloaded and that the particular route or time for travel is not an efficient one. At the same time congestion is an implicit control on traffic volumes because it restricts the number of vehicles which can move through a limited space. No one likes congestion; it involves loss of time, inconvenience and frustration. It may also increase pollution and encourage drivers to use residential streets. On the other hand, when a great many people desire to travel at the same time to the same place, it is unavoidable. (This is also true for transit.) Those who can do so should travel at a different time or to a different place. It is assumed that congestion can never be totally eliminated: the costs -- both monetary and environmental -- of providing for potential peak traffic flows would be too high. In addition, in some circumstances congestion must be used to restrict total traffic volumes, particularly during interim periods when transit is being improved or where the cost of providing convenient automobile travel is unacceptable.

Another method of restricting the impact of automobile traffic is to confine major movements to certain routes. It is a principle of the Plan to do this, while providing for convenient automobile movements where they are necessary or desirable.

COMMUTER TRAVEL TO THE CITY

While the resident labor force is increasing, and expectations are for an increase in the ratio of workers per household, San Francisco's continuing growth in employment is anticipated to result in a continuing growth in commuter travel to the city.

Any increase will require expanded transportation, since existing facilities are strained to capacity during the rush hours. The need to provide greatly expanded facilities poses both environmental and financial problems: growth, like everything else, has its costs. This is true, not merely in the case of transportation, but also for a variety of municipal services.

It may be that the city can support only a certain level of employment of nonresidents without unacceptable costs, just as available services and facilities can support only a certain residential population if environmental standards are to be maintained. Transportation planning can be used to guide, shape and control growth itself and should therefore relate to the issue of growth. However, the exact effects of growth in terms of costs and benefits and what should be done to prevent undesirable results are not clearly understood at this time. What is a desirable level of employment is difficult to assess; little is known about the consequences either of allowing unlimited expansion or of attempting to limit growth. For this reason a consensus on this issue is difficult to achieve. The Plan for Transportation will require changes as knowledge of these factors improves and as public agreement on values is more clearly defined.

The assumption of this Plan is that, until an optimum employment level is determined, the city should assess each new transportation project on the basis of the ability of the transportation system to accommodate additional commuter travel and the impact on the quality of San Francisco's environment. To this end the Plan assumes that all additions to the commuter load as a result of job growth in the city should be accommodated by public transit. Consequently the Plan does not recommend new facilities which would increase the number of cars entering the city. Automobiles cannot be the primary means of commuter travel. Even without further growth in demand, increased transit use is required to alleviate the congestion and undesirable side-effects of commuter travel through the city's neighborhoods.

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RESIDENT TRAVEL DEMAND

Information on current citywide resident travel needs and desires is incomplete, although the Department of Public Works has collected substantial data on specific types of travel. Assumptions as to future demands can, however, be generalized. The chief trend will be an increase in the number of trips by individuals for shopping, recreation, entertainment and other travel not related to employment. Rising incomes and increased leisure time will be the basis for growth in nonwork travel, as in the past. Most of these trips occur during the non-peak hours with destinations outside downtown and even outside the city, both on weekdays and on weekends. Weekend recreational travel, especially, will continue to grow rapidly.

At present from 70 percent to 90 percent of this nonwork travel is by automobile. If this pattern continues, as is likely for some time, automobile traffic during the nonpeak hours and on weekends will increase fast than during peak hours. Although streets built to peak hour capacities link downtown with districts in the city, the same kind of capacity often does not exist for inter-district traffic. As a result, congestion and lengthy travel times may become more serious for crosstown travel than for travel to downtown. It is doubtful that the use of automobiles to satisfy most or all of this travel demand can be accommodated without unacceptable environmental costs and losses in housing and business space necessitated by street widenings or freeway construction. Public transit must be expanded to accommodate this travel need, in addition to the peak-hour commuter function.

FINANCING AND TECHNOLOGY

No radical change in transportation technology is expected in the next decade, although improvements taking advantage of existing industrial techniques, as in BART, will occur. The basic requirements of transportation systems, in terms of network organization, space consumption, power sources and speed, probably will not change. It is still reasonable to plan for systems requiring normal rights-of-way, a choice between private or shared vehicles, electric or gasoline power, and normal terminal and collection-distribution requirements.

In the case of finance, federal and state expenditures have weighted transportation decisions at all levels of government too heavily in favor of automobile transportation. The resulting imbalance must now be corrected.

Even with further assistance from federal and state government, San Francisco will have to finance a large portion of transit improvements itself. In some cases new facilities will be made very expensive by the necessity of below-grade construction to protect the environment. It will be esssential to conserve resources by making the best possible use of existing facilities, making the street system serve more functions, making the fullest use of the existing inventory of transit vehicles, and encouraging private enterprise to supplement government action, in the areas of freight delivery systems, ride-sharing, flexible work hours, supplementary transit, public transit financing, pedestrian movement, and parking. It will also be important to assure that nonresidents coming to the city pay their fair share of the costs of facilities provided by the city.

THE ROLE OF GOVERNMENT

All levels of government have long been involved in transportation planning and development, but this is especially the case at the local level. The city builds and maintains the streets, operates the transit system, builds parking facilities and runs the port and airport. The reason for government involvement and control is that in a fundamental sense all transportation is public: common facilities must be provided.

A division of transportation responsibilities among governments by level and area is possible, but it is beginning to seem less useful to allocate transportation functions by mode or facility among separate agencies within one level of government. In the Bay Area and in San Francisco there are a multiplicity of agencies responsible for various aspects of transportation operations. In the city, responsibities are shared by the Public Utilities Commission, the Department of Public Works, the Police Department, the Airports Commission, the Port Commission, the Parking Authority and the Department of City Planning. Each of these agencies not only has some part of the transportation function but also has many other responsibilities. More coordination is required; reorganization and consolidation of transportation functions would be desirable as a part of a general restructuring and streamlining of city government. Coordination of transportation planning with land use planning and development is especially important.

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Rana Ahmadi

GENERAL OBJECTIVES AND POLICIES

OBJECTIVE 1

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION.

The city's first responsibility in the planning and operation of its transportation system is to provide the mobility necessary to its residents in pursuing a wide range of opportunities for work, education, recreation and contact with others. The city must also provide for the many persons who come to San Francisco for work and pleasure and who contribute to the life of San Francisco.

Residents and visitors present a formidable array of demands for transportation services and facilities. Since all transportation facilities must by their nature be shared, at least in part, the transportation system can meet each individual's special needs only to a limited extent. A balance must be struck between the ultimate goal of providing convenient travel for all people to their desired destinations and the costs, both monetary and environmental, that such a transportation system might require.

Policy 1

Involve citizens in planning and developing transportation facilities and services, and in further defining objectives and policies as they relate to district plans and specific projects.

Citizen involvement in all planning is essential. At least three different levels of citizen participation can be recognized in transportation planning. First, citywide participation is required for decisions on citywide problems, policies, and facilities. Almost all major improvements have citywide implications and should be subject to citywide discussion and debate. Second, most citywide facilities have some special impact on a particular part of the city, and therefore on the residents and businesses in that area. Residents should participate actively in the specific design of these facilities, even though some of the basic decisions have been made on a citywide basis. Third, some improvements and changes have only very localized impacts and, in such cases, the residents of the affected area should be more directly involved in planning decisions.

Policy 2

Give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters.

In order to maintain a desirable living and business environment in San Francisco, the use of mass transit must assume a high priority to ensure mobility for commuters and residents alike. Mobility is ideally provided by a multimodal system, but where a choice must be made to either provide public transit or accommodate the private automobile, public transit should receive the priority.

Improvements or additions to the city's transportation system should involve investment in permanent mass transit facilities and equipment, and street improvements designed to facilitate transit movements. Street improvements designed to facilitate automobile movement should be limited to those that at minimum expense can ensure safe automobile travel.

Policy 3

Coordinate regional and local transportation systems and provide for interline transit transfers.

Transportation facilities are interdependent, and efforts should be made to ensure an efficient system by coordination of local and regional efforts. The regional and local transit systems must be closely linked to provide for transfers. Similarly, regional highways and freeways must be integrated with the local street system. Costly mistakes and service redundancies can be avoided by advance planning and agreement among the many agencies involved in transportation planning affecting San Francisco and the Bay Area.

All transit should provide free transfers between routes for travel within the city, although fare increments are justified for travel outside the city by BART, ferry or bus. A transfer arrangement should be made among BART. Muni and other systems to allow for transfers from regional to city systems at a reasonable incremental cost.

Policy 4

Ensure choices among modes of travel and give priority to each mode when and where it is most appropriate.

San Francisco and the Bay Area have various means of travel: automobile, bus, streetcar, taxi, cable car, ferry, railroad and BART. Walking and bicycling are used by many people. Flying is occasionally used as a means of intraregional travel. Each mode of travel has special advantages or disadvantages for certain types of trips and for certain origins and destinations. The least costly or most convenient means to satisfy travel demand is not necessarily the best in the context of comprehensive planning: cost or convenience must usually be balanced against effects on the environment and impact on land use and development patterns.

A multimodal transportation system preserves a wider range of choice and satisfies a larger number of people's transportation needs than a single mode. However, there are certain types of trips in the city and region which would favor a single mode: for example, rail rapid transit to serve commuters between the region's three major city centers and the airports. In those instances, priority should be established in accordance with that mode's superiority in satisfying travel needs and other elements of the Comprehensive Plan, including housing, recreation and urban design policies.

Policy 5

Assure expanded mobility for the disadvantaged.

Expansion of opportunities for the poor and the underemployed for work, education and recreation depend to a large extent on the adequacy of the transportation system in serving their needs and on the cost of travel to them. The transportation system must be used in part as a tool for improving the situation of less advantaged residents by providing inexpensive and convenient service to areas of growing employment, as well as to educational institutions, medical services and recreation facilities.

Policy 6

Develop a financing system for transportation in which funds may be allocated without unnecessary restriction for priority improvements according to established policies.

Federal, state and even local financing available for transportation is generally restricted to certain modes of transportation or to certain kinds of improvements. There are funds earmarked for highway improvements, for rapid transit, and for local streets.

Maintenance and development of a multimodal transportation system responsive to changing travel demands requires that funds be available for allocation according to the need for specific projects. To maintain flexibility, taxes and funds should not be restricted to a specific type of improvement for long periods of time.

Policy 7

Seek means to reduce peak travel demands.

Peaking of travel demands during "rush hours" results not only in congested traveling conditions in the morning and evening periods, but in high public costs as well, since it is peak demand that the transportation system is designed to accommodate. Therefore, by spreading work trip arrival and departure times over a longer period the capacity of the system can be used more efficiently. For the city's transit system this means less crowding, shorter loading times, increased reliability of service and ultimately lower operating and capital costs. For the streets and highway system it means less congestion, less automobile emissions and a diminished necessity for high capacity freeways. Administrative devices such as staggering work hours, encouraging shoppers and visitors not to travel during peak hours, altering school hours, and implementing differential bridge tolls would spread the demand over a longer period of time and permit more efficient use of the transportation system.

OBJECTIVE 2

USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

The use of a transportation system to guide the development and improvement of the city and the region is the necessary counterpart to its function in providing mobility for residents. Mobility is not itself an ultimate goal; people only travel when there are places to which they want to go and activities in which they want to engage. The transportation system should be used to ensure the preservation or creation of desired activities and facilities. Travel needs cannot be satisfied without consideration of other elements of city life. The modes of transportation used, as well as the location of routes and design of the system, have a large influence on development patterns and the quality of the overall environment. There must be recognition of the system's impact and conscious design and use of transportation improvements to facilitate desirable change and to preserve what is good.

Policy 1

Support and strengthen regional efforts toward a city-centered region through development of the regional rapid transit system.

The development of an extensive network of rapid rail transit linking the major centers of the region is required if a regional, city-centered plan is to be achieved. Care must be taken to locate routes so that the transit system itself will encourage more intensive growth in existing cities or the development of well-planned new cities. Highways should also be located and designed to avoid encouraging scattered, unplanned patterns of growth.

Policy 2

Use transportation improvements in the city as catalysts for desirable development, and coordinate new facilities with public and private development.

Major transportation improvements, such as BART stations in San Francisco, may be expected to generate changes in land uses and developments geared to take advantage of the new access provided. Public and private improvements and developments should be coordinated with transportation projects in advance to ensure that advantage is taken of the opportunities afforded. Transportation improvements should be located and designed to support desirable development or services recommended in other elements of the Comprehensive Plan. Development should be regulated, however, so that it will be compatible with the areas surrounding new stations.

Policy 3

Reduce pollution and noise.

Gasoline-powered automobiles and diesel buses pollute the air and generate substantial noise, in comparison with electric vehicles. The city has long been committed to transit powered by electricity, and this commitment has maintained a high level of environmental quality. The use of automobiles for travel and of motor coaches for mass transit must be limited. Technological changes may be forthcoming which will lower pollution. But until they are available the city should extend its commitment to an electrical transit system. Future city programming should work toward noise tolerance ordinances and other noise control actions, both by administrative and operational means. For instance, where it is not feasible to use the existing electric transit vehicles, diesel buses should be replaced by quieter and less polluting transit vehicles. Another example is the placement of stop signs in relation to topography to avoid substantial noise caused by acceleration and deceleration.

Policy 4

Design and locate facilities to preserve the natural landscape and to protect views.

The Embarcadero Freeway has become for San Franciscans a symbol of insensitivity to the landscape in the design of transportation facilities. Its abrupt termination has become a symbol of San Franciscans' determination to preserve the natural beauty of the city. Care must be taken to ensure that street and transit improvements are made to enhance the beauty of the city and to protect views of the bay, the ocean and the hills.

Policy 5

Organize the transportation system to reinforce community identity, improve linkages among interrelated activities and provide focus for community activities.

The manner in which the transportation system is organized influences patterns of community association and neighborhood physical identity. Transportation decisions may therefore contribute to or undermine social and environmental stability. Through traffic routes should not split neighborhoods or pose insuperable barriers to movement among them. Street design and location of parking should contribute to the establishment of pedestrian-oriented neighborhood centers where residents may congregate. Major transit routes and specific feeder systems should be located to provide good access to and from neighborhood centers for nearby residents.

Policy 6

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities.

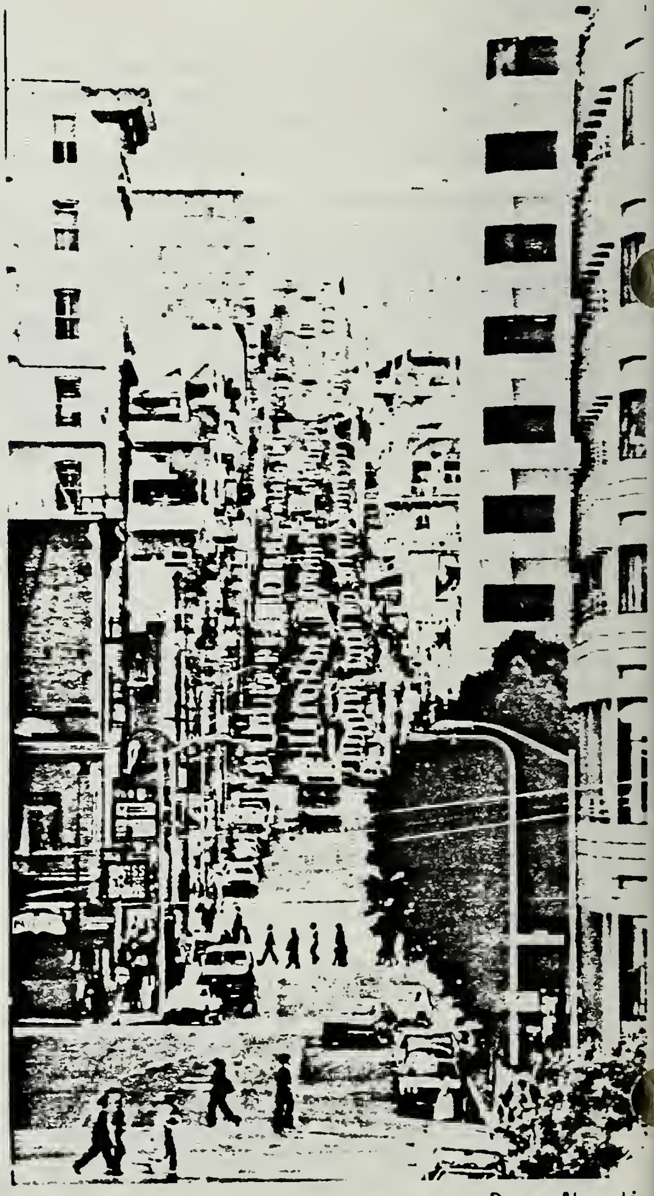
The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares and the need to reduce auto emissions. Individuals, government agencies and private businesses have a responsibility to find and use ways to travel other than the single occupant private vehicle.

Actions which make transit more convenient, economical and reliable should continue to be a high priority in San Francisco. For those work trips which cannot conveniently be made by transit, carpooling provides efficient use of private vehicles and should be encouraged.

-- Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass", could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces could be reserved for those persons who carpool.

-- Institutions should be encouraged to pursue transit alternatives for their employees, visitors and users. Access via existing transit is possible for most major institutions and its use should be encouraged by providing information on routes and schedules to all employees and visitors or clients. Where transit is not available or is inadequate, institutions should explore the possibilities of organizing carpools or commuter subscription buses, providing shuttle buses to major transit routes or advocating adjustments in existing Muni or regional transit to better serve the institution.

-- City government should encourage efficiencies in the use of the transportation system through cooperation with businesses and institutions and the provision of technical assistance in implemention of such programs. Consideration should be given to providing for the substitution of developer or building owner supplied transit or transit subsidies in lieu of otherwise required parking. The city's taxing power should be used to promote the efficient and appropriate use of the parking supply and to encourage the use of transit and carpooling. For instance, where it is appropriate to promote the use of existing off-street parking spaces for short-term parking, a lower parking tax rate could be imposed on spaces used for less than four hours. Additionally, an in-lieu tax on second and third vehicles might serve to control the number of automobiles in densely populated neighborhoods and encourage the use of transit for work trips.



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CRITERIA FOR MASS TRANSIT PRIORITY

Mass transit should be given priority for the following kinds of trips and/or in the described areas:

1. For work trips generally within San Francisco and other densely developed parts of the region, especially to all major employment centers.

2. For intercity trips between core areas of major cities and for travel to core areas in general.

3. For trips occurring generally during periods of high travel demands.

4. Where demand for travel between any two or more relatively compact or densely developed areas is high.

5. In areas where large numbers of people with limited means or low automobile ownership reside.

6. Where travel demand exceeds the capacity of an area to absorb more vehicular traffic without substantial environmental damage or where further capacity for automobile movement or storage is very costly.

7. Where required or useful to stimulate development.

8. For trips to major recreation areas and to sports, cultural and other heavily attended events.

CRITERIA FOR AUTOMOBILE PRIORITY

Automobiles should be given priority for the following kinds of trips and/or in the described areas:

1. For trips occurring where transit is too inconvenient or not available, and for trips that by their nature are not adaptable to transit.

2. For intraregional trips outside the major cities and for intercity trips between noncore areas of the major cities.

3. For work trips from outlying low-density residential areas to outlying places of employment.

4. Where business travel requires the use of an automobile.

5. In areas having the capacity to absorb additional vehicular traffic without substantial environmental damage or conflict with land uses and where transit would be prohibitively costly in relation to the number of riders served.

CRITERIA FOR PRIORITY FOR WALKING, BICYCLING, OR SHORT-DISTANCE TRANSIT VEHICLES

Walking, bicycling, or short-distance transit vehicles should be given priority for the following kinds of trips and/or in the specified areas:

1. In parks and other recreational areas, and where slow movement, bicycling or walking is part of a recreational experience or necessary to preserve the natural environment.

2. Where concentration of activity is so high that more convenient access among interrelated activities may be achieved by walking or limited distance "people-movers" than by other modes.

3. For short trips between residences and neighborhood convenience shopping and recreational facilities, and for intra-neighborhood visiting and socializing, where walking or neighborhood-oriented, short-distance transit vehicles (such as jitneys) provide a quick and convenient means of travel.

MASS TRANSIT PLAN

OBJECTIVE 1

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

San Francisco has one of the best and most extensive transit systems for a city of its size. Nevertheless, the city should work for an even better system. Without further mass transit improvements, the objectives of the Transportation Plan and of other elements of the Comprehensive Plan cannot be achieved. It is recognized that travelers cannot be diverted from automobiles to transit unless transit provides equal or better service. It is also recognized that consistently high patronage must be obtained to justify the costs of a good transit system. Transit must take the lead in attracting travelers by offering the quality of service desired; one test of the service is the level of patronage achieved, another is its public image.

If residents are to have access by transit to desired destinations, service must be extended to within a reasonable walking distance of their homes. In addition, transfers should be minimal, as the need to transfer is a recognized deterrent to transit usage. In general, one-fourth mile should be the greatest walking distance necessary to reach a transit stop. Where topography makes even this distance too great, the interval should be less.

Policy 1

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, without reduced convenience of access to transit, conflicts between automobiles and transit must be eliminated as much as possible. Substantial improvement can and should be achieved by giving priority to transit through the use of exclusive lanes and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements which conflict with transit vehicles.

Policy 2

Intensify overall transit service in the "central area."

That part of the city which is approximately east of Castro-Divisadero and north of Army Street houses half of the population and 80 percent of the city's employment. More travel occurs to and within this area than any other; traffic and pollution levels are highest, and the streets are more congested. It is appropriate to give the highest priority to an intensification and enhancement of transit service within this area. There should be a fine grid of transit routes with frequent service, modified to adapt to topographical conditions and connecting to the rapid transit lines, with special lines and vehicles for shopping, tourist and recreational trips superimposed to provide added service and an especially pleasant form of travel.

Policy 3

Improve interdistrict and intradistrict transit service.

Over 80 percent of Muni transit vehicles provide service to and from downtown because of the enormous demand on the transit system by downtown workers and shoppers, especially during peak hours. However, during nonpeak hours, while travel to downtown for shopping and entertainment is still substantial, there is much more travel between and within districts in the city. Due to increased leisure time and incomes, this is the fastest growing transportation demand.

Policy 4

Keep fares low enough to obtain consistently high patronage and encourage more off-peak use.

Transportation is a public service not unlike street lighting, sewage service or fire protection. Nearly all transportation is subsidized to some degree with public funds. It is no more reasonable to expect transit to "pay its way" with the fare box than it is to expect streets to pay their way. To charge directly for transit use, where only indirect taxes are imposed on automobile use, discourages transit use.

Where the transit system is not used to its full potential and patronage is lower than it might be, taxpayers are burdened by fixed costs which exceed the benefits provided. Especially during nonpeak hours, the transit system has excess capacity. First priority should be given to encouraging substantially greater patronage for weekday travel between 9:30 a.m. and 3:30 p.m. and between 6:30 p.m. and 6:30 a.m. and for travel on weekends.

Policy 5

Clarify transit routing and establish "transit centers."

A major effort should be made to make clear to residents and visitors the transit services available in San Francisco.

At places of significance to transit, such as transfer points between major routes or points of access to the rapid transit system, "transit centers" should be established. As many routes as possible should go through these centers to facilitate transfers. To help people make better use of the system, complete route information, and where needed, personal assistance, should be provided at transit centers.

Each stop should be clearly identifiable. At transit stops, route information including location of transfer points, should be made available. In addition, each transit vehicle should have complete route information clearly posted.

Policy 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists but for many residents and workers in the city who either do not have a car or find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares.

Policy 7

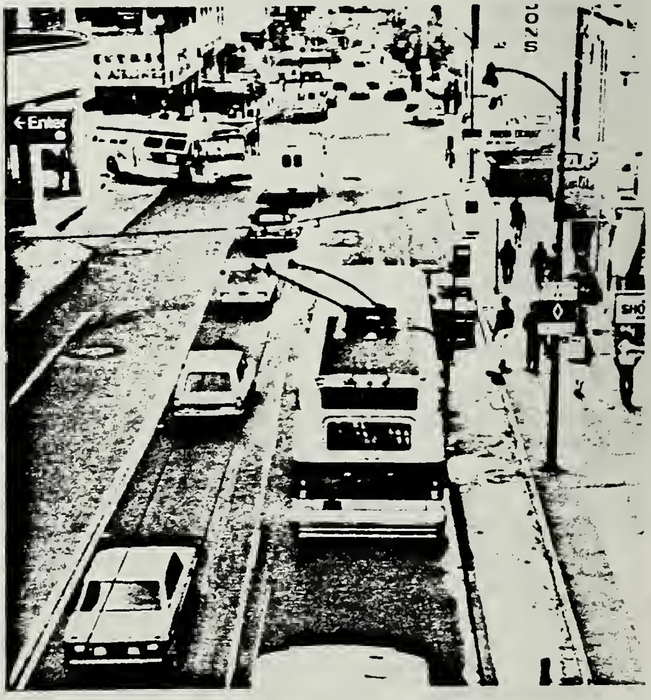
Consider possibilities for supplementary, privately operated transit services.

For many years privately owned jitneys have operated in the Mission district, modeled on similar service successfully provided in Latin America. In some respects they are a model of a good compromise between the necessary regularity of municipal buses and the on-call and door-to-door service provided by taxis. There are other areas of the city where private operators might find it profitable to provide such service for intradistrict and interdistrict travel, and they should be encouraged to do so.

Policy 8

Establish frequent and convenient transit service to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

Public transit is now provided to major recreational areas (such as Golden Gate Park and the Zoo). Frequent and convenient service will make it much easier for those citizens who do not own cars to reach these areas, encourage people with cars to leave them at home when going to the parks, and reduce congestion in the parks and adjacent neighborhoods. It also is appropriate to promote public transit as the primary mode of transportation to sports, cultural and other heavily attended events.



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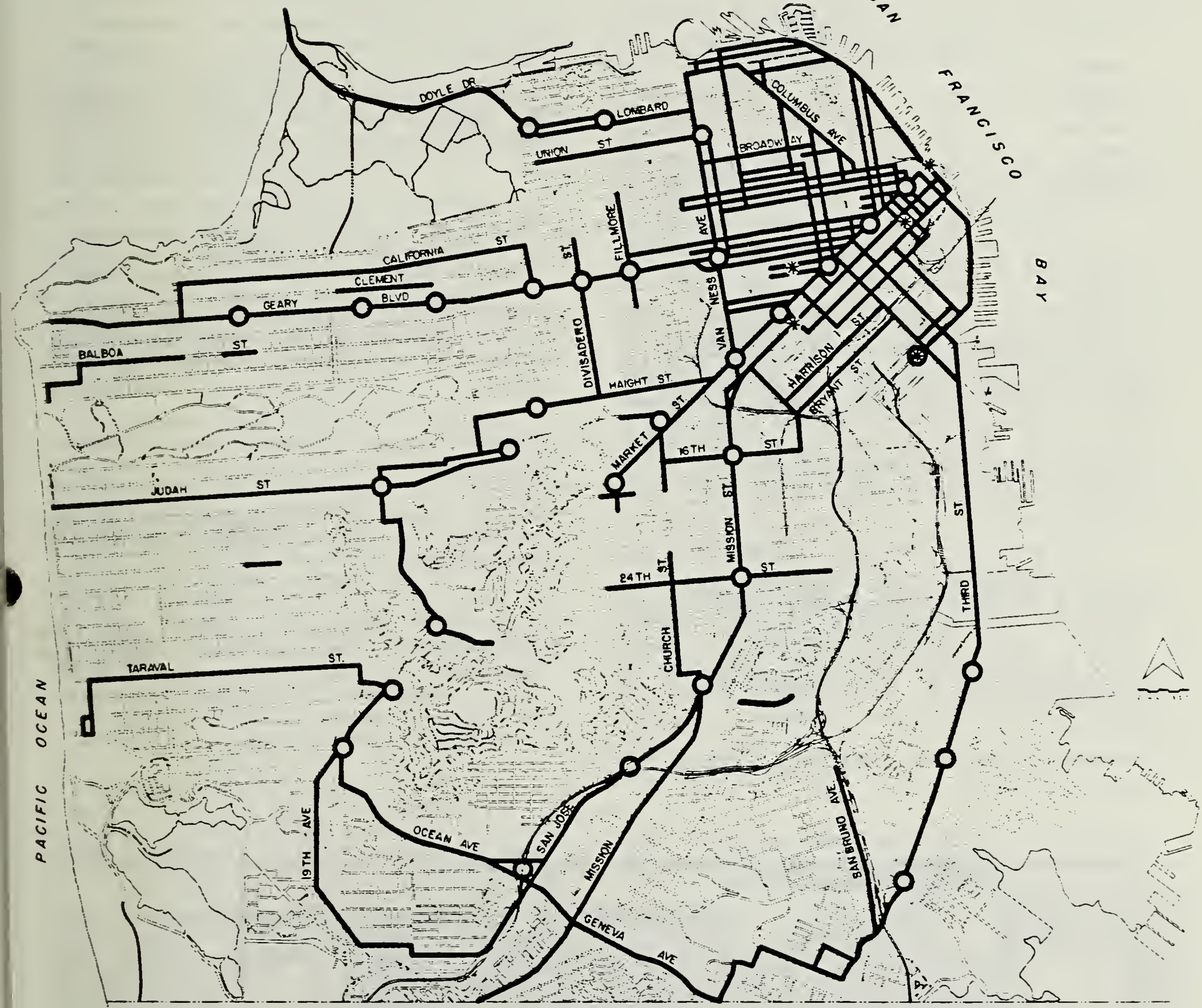
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SAN JOSE
MISSION
SAN BRUNO AVE
GENEVA AVE

TRANSIT PREFERENTIAL STREETS PLAN

✱ REGIONAL TRANSIT TERMINAL.

○ TRANSIT CENTER.

—— TRANSIT PREFERENTIAL STREET.

TRANSIT PREFERENTIAL STREETS (TPS) ARE BASED ON CRITERIA OF TRANSIT SERVICE DENSITY, AS MEASURED IN TRANSIT VEHICLE AND/OR PASSENGERS PER HOUR AND/OR A TRAFFIC INTERFERENCE CONFLICT AREA. ALL SURFACE RAIL OPERATIONS (CABLE CAR, METRO, AND STREETCARS) ARE DESIGNATED AS TPS BY FACT OF THE DIFFERENT OPERATING CHARACTERISTICS OF RAIL VEHICLES IN ADDITION, SHORT SEGMENTS OF A FEW BLOCKS ARE DESIGNATED TPS TO CONNECT SEGMENTS FOR SYSTEM CONTINUITY.

THE TRANSIT VEHICLE DENSITY IS BASED ON ALL REGULARLY SCHEDULED PUBLIC TRANSIT OPERATION OVER THE STREET SEGMENT, INCLUDING MUNI, GOLDEN GATE, AND SAMTRANS BUSES. AS TRANSIT SERVICE LEVELS CHANGE, ADDITIONAL STREET SEGMENTS MAY BE CLASSIFIED AS TRANSIT PREFERENTIAL STREETS.

OBJECTIVE 2

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN AND ALL MAJOR ACTIVITY CENTERS WITHIN THE REGION.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means of equal convenience and greater efficiency is required, not only to downtown, but also among all major activity centers. While good, direct service is available from almost all parts of the city to downtown so that transit is the dominant means of travel during the rush hours, travel is often slow and vehicles are very crowded during the rush hours. Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term standees be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. This can be achieved by express buses, exclusive bus lanes, and construction of rapid transit lines such as the Muni Market Street subway.

The use of transit to travel from the suburbs to downtown and other major centers in the city can only become primary over the long run with the development of a good regional transit system connecting downtown to other parts of the region. BART, the first step in the development of this system, should be expanded.

Policy 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue to be committed to a transit-first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel as well as offering the highest capacities possible in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

Growth in air travel requires that city-to-airport travel be provided more efficiently than is possible with automobiles. As the downtown continues to strengthen its position as a financial center and cultural attraction, air travel tied to downtown will grow. The regional rapid transit system should include all regional airports to promote the most efficient use of these facilities and to relieve traffic congestion resulting from air travel growth.

Policy 2

Where significant transit service is provided by buses, bridges and freeways should have exclusive bus lanes.

Transit lines can provide more efficient service by operating on their own rights-of-way. These can be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Golden Gate Bridge and Waldo Grade, and interconnect, where feasible, with a system of exclusive bus lanes or other transit priority street treatments within the city.

Policy 3

Provide transit service from residential areas to major employment centers outside the downtown area.

Reverse commuting to areas other than downtown has increased and places new requirements on the transit system. The city should pursue means of providing this transit for residents where it is not available, such as to the southern peninsula.

The greatest extent residual capacity for reverse commuters is the San Francisco-Oakland corridor. From a public transit convenience aspect, job opportunities in downtown Oakland are as accessible to San Francisco residents as most residents of the East Bay. BART especially has excess reverse commute capacity because, unlike other regional carriers (A/C, GGBHTD, SamTrans, CalTrans/SP), the system does not lend itself to daytime storage of vehicles in San Francisco's Central Business District. Downtown Oakland and downtown San Francisco, given the BART connection, are essentially two ends of one Central Business District separated by 12 minutes and a transit fare.

Other carriers provide significant reverse commute capacity to numerous Bay Area employment centers. However, multiple transfers between different fare systems remains a time and cost barrier to potential transit riders. The promotion of interline transit passes should be supported as well as better coordination of schedules.

Policy 4

Make future rail transit extensions in the city compatible with existing BART or Muni rail lines.

In order to ensure potential linkages, interchange of vehicles and cost savings, new rail rapid transit routes should be of the same basic type as either the BART or Muni systems, depending on the potential link. Other special systems, such as the cable cars or other limited service facilities, need not be identical in character.

Policy 5

Continue ferries and other forms of water-based transportation as an alternative mode of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. Whether bus or rail is the major transit mode to Marin, ferry service should be continued, as it offers an efficient and pleasant way to commute. It also provides a means to reduce weekend and summer automobile congestion in Marin's bayside communities. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

DESIGN GUIDELINES

TRANSIT ROUTES

Major transit transfer locations called "transit centers" should be highly visible and identifiable; wherever possible, there should be adjacent space for shelter, information, amenities and off-street loading.

Special lighting should be used to identify transit stops.

Lines named for streets, such as the "Clement" bus, should stay on those streets as much as possible.

As many routes as possible should pass through "transit centers."

Routes should, to the extent possible, run in straight lines between well-known termini.

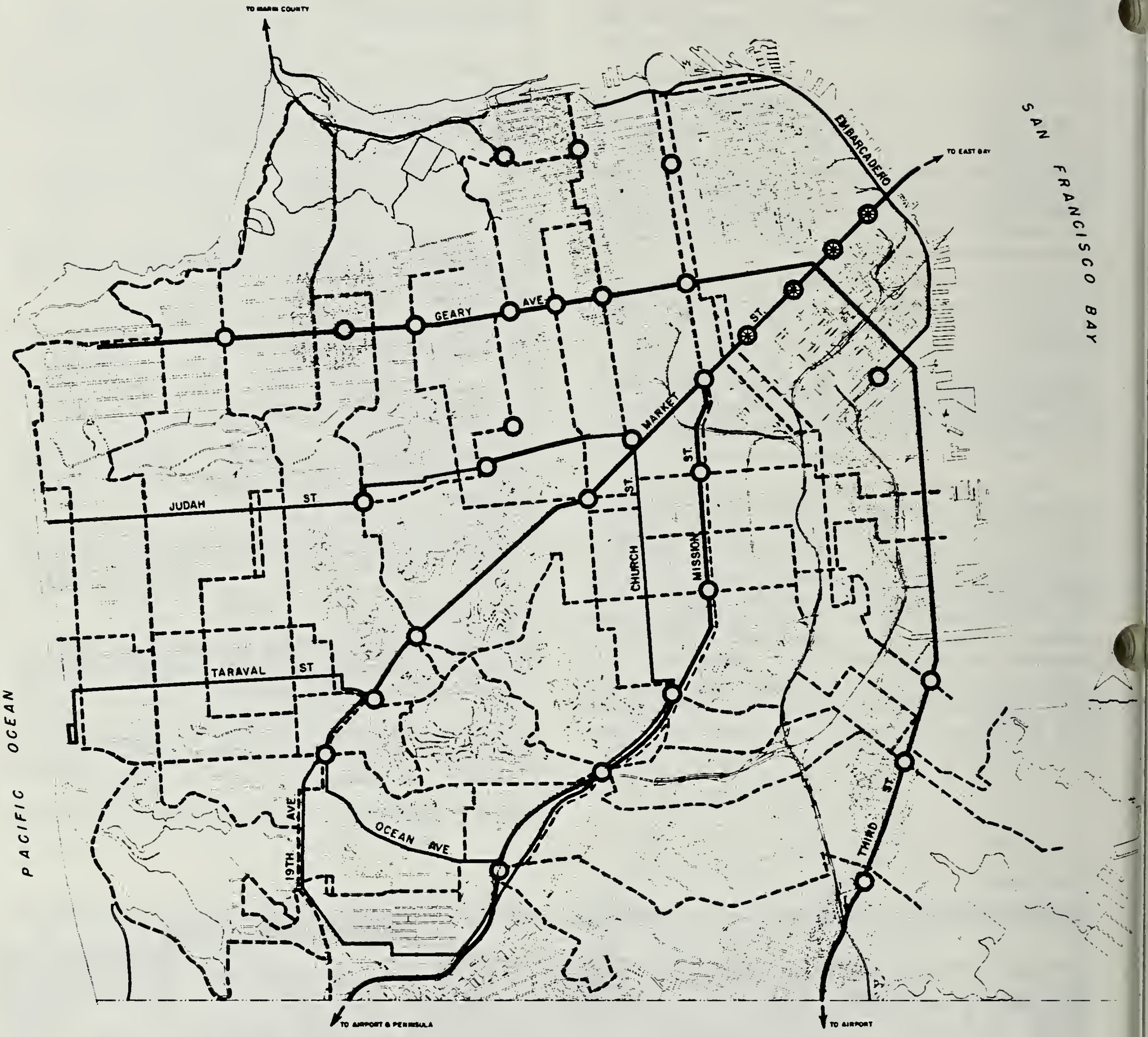
Access to all corridors should be available from each BART-Muni Market Street subway station.

Waiting areas should be extended into the parking lane to create a bus loading bulb and vehicle stops made in the right-hand traffic lane on major transit routes.

Graphic symbols and color coding should be used to identify specific transit routes or districts and places served.

Vehicles should be distinctively marked to identify the type of service they offer -- local, express, shuttle, limited-stop.

Fred Stuprich


TO MARIN COUNTY
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EMBARCADERO
GEARY AVE.
MARKET ST.
JUDAH ST
CHURCH ST.
MISSION ST.
TARAVAL ST
PACIFIC OCEAN
19TH AVE.
OCEAN AVE.
THIRD ST.
TO AIRPORT & PENINSULA
TO AIRPORT

RAPID TRANSIT PLAN

— RAPID TRANSIT LINE

— SURFACE STREETCAR LINE

○ TRANSIT CENTER

◉ COMBINED BART & MUNI SUBWAY STATION

- - - - MAJOR CROSSTOWN BUS ROUTE

▭ THE FINAL TRANSIT SYSTEM FORM (SUBWAY, SURFACE, OR COMBINATION SHOULD BE DETERMINED AFTER A THOROUGH STUDY CONSIDERING ECONOMIC, SOCIAL AND ENVIRONMENTAL IMPACTS ON THE NEIGHBORHOODS AND REQUIREMENTS OF TRANSIT TO MARIN COUNTY AND THE THIRD STREET CORRIDOR. ALL RAPID TRANSIT LINE ADDITIONS WILL BE THE SUBJECT OF EXTENSIVE TECHNICAL STUDIES AND PUBLIC HEARINGS, AND ARE CONTINGENT ON THE AVAILABILITY OF RESOURCES. THE LONG RANGE TRANSIT AND CIRCULATION REQUIREMENTS OF THE CITY INDICATE A NEED FOR FURTHER INVESTMENT TRANSIT TO UPGRADE THE QUALITY, EFFICIENCY AND EQUITY OF SERVICE TO ALL NEIGHBORHOODS.

TRANSIT SYSTEM

CLASSIFICATION OF ELEMENTS

RAPID TRANSIT LINE:

Mass transit operating on an exclusive right-of-way, either below, above or on the surface, without interference from traffic or pedestrians, achieving high speed and high capacity, generally electric vehicles on rails but may be self-propelled electric or combustion engines; regardless of vehicle type, outer portions of lines in low-density areas may leave exclusive right-of-way so that technically those portions of the route are not rapid transit.

LOCAL TRANSIT OR SURFACE TRANSIT:

Mass transit operating with other traffic on city streets, expressways and freeways and subject to interference by other users of the streets, both vehicles and pedestrians; may be electric, gasoline or diesel buses.

SHORT-HAUL TRANSIT, SHUTTLE TRANSIT OR "PEOPLE MOVERS":

Service over short distances (less than two or three miles) intended to move passengers within congested areas and to facilitate access to and from parking, transit and other terminals.

TRUNKLINE:

A rapid transit line or express bus route which serves travel from one area to another area of the city or region, requiring transfer at origin or destination for most passengers to a feeder line.

TRANSIT CENTER:

A major transfer point, usually including a rapid transit station; travelers should be able to travel in many directions from such a place and have information available on city-wide routes.

FEEDER LINE:

Transit service between destinations and stations, trunklines or express bus stops.

TRANSFER POINT:

Any point at which two or more transit lines moving in different directions cross.

TRANSIT PREFERENTIAL STREETS (TPS):

An important street for transit operations where interference with transit vehicles by other traffic should be minimized.

RAPID TRANSIT SYSTEM CRITERIA

Although each rapid transit line will serve a corridor with different populations, activities, topography and travel characteristics, certain basic criteria should be estalished to ensure that the system will perform its necessary function as the major means of travel to downtown and other high activity centers. Each line should meet the following conditions:

- economic and social impacts within the guidelines for development established by other comprehensive plan elements;
- an exclusive right-of-way, with at least the most heavily congested portions of the trip in subway;
- frequent feeder service to rapid transit stations where residents served or destinations are beyond walking distance;
- stations within the city located generally at no greater than half-mile intervals, with some exceptions in low-density areas;
- stations to be located at primary destinations and transfer points;
- average operating speeds, including station stops, between 20 MPH and 30 MPH or approximately twice that of normal surface lines;
- sufficiently high capacity in seating to provide peak hour seated travel for all long-distance travels (15 minutes in travel time or more);
- continuous service at frequent intervals.

These criteria should be taken as guidelines for thd development of rapid transit lines; modifications can be made where necessary to accommodate the line to a particular area.

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VEHICLE CIRCULATION PLAN

OBJECTIVE 1

ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

There should be a hierarchical system of streets functioning in accordance with the planned movement of vehicles. Street design, capacity and treatment should be a direct manifestation of the street's intended use in satisfying both present and prospective travel demand, and also its nontraffic purposes such as open space and pedestrian movement. It is recognized that in some cases it will be necessary to determine a maximum level of traffic for which street capacity will be provided, implying a tolerable level of congestion as a constraint, if other objectives of the city are to be attained.

Policy 1

Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible.

Major and secondary thoroughfares are to carry traffic among districts in the city. Local streets are intended only to provide access to and from homes and other uses within each neighborhood. To provide more efficiently for long-distance movements and to keep local streets free from heavy traffic, street design and traffic management should ensure the diversion of through traffic around neighborhoods. The Urban Design Plan indicates the application of this policy in more detail and designates "protected residential areas." Heavy truck traffic should be removed from residential streets and confined mainly to freeways and certain very limited nonresidential feeder streets.

Two forms of action are required: provision for through traffic on major thoroughfares and discouragement of it on local streets. To the greatest extent possible land use bordering major thoroughfares should not be primarily residential. The following factors determine the selection of major and secondary thoroughfares:

1. the width of the right-of-way relative to traffic capacity required;
2. the extent of transit use on the street;
3. land uses bordering the street;
4. safety of the street for moderate- and high-speed traffic;
5. the relation of the street to the definition of the neighborhood by its residents;
6. the presence or absence of conflicts caused by driveways, parking, and deliveries to commercial uses.

In order to effectuate the policy to divert through traffic from neighborhoods, it is necessary that increased thoroughfare capacity be balanced by simultaneous reductions on local streets. Appropriate actions will ensure not only that traffic is channeled as intended but also that new usable open space is created and that the residential environment is enhanced.

Policy 2

Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

The need for traffic carriers must be balanced against the adverse effects of heavy traffic on the use of adjacent land and the quality of the environment. The needs of residents for peace and quiet, safety from harm, and useful open space must be given consideration. Each area and each street of the city have different characteristics which determine the level of traffic which can be absorbed without serious adverse impacts. The following factors should be the basis for a judgment on the acceptable levels of traffic on a specific street:

1. the distance between the curb and building line established by sidewalk width or setback;
2. the presence or absence of buffering between street and building in the form of landscaping, change in elevation, or similar condition;

3. the level of pedestrian traffic;
4. the proportion of the street which is residential in land use;
5. whether residences face the street;
6. the presence of hospitals, schools, parks, or similar facilities on or near the street.

The widening of streets at the expense of sidewalks or of setbacks should not occur where space is necessary for pedestrian movement, buffering from noise, useful open space and landscaping. This is especially true in densely populated neighborhoods with little public or private open space. No additional sidewalk narrowings, tow-away zones and one-way streets should be instituted in a residential neighborhood if the intention is to benefit the commuter to the detriment of the resident.

Policy 3

The existing vehicular capacity of the bridges, highways and freeways entering the city should not be increased and should be reduced where possible.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy should work in conjunction with policies calling for the provision of mass transit for commuter travel to San Francisco. It is recognized that provision for further vehicular access into the city would conflict with the environmental objectives of the city, overload the city street system, and jeopardize the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways and freeways where these lanes are compatible with transit systems and will help provide better service.

CLASSIFICATION OF ELEMENTS

FREEWAYS:

Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.

MAJOR THOROUGHFARES:

Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.

SECONDARY THOROUGHFARES:

Primarily intradistrict routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major thoroughfare system.

RECREATIONAL STREET:

A special category of street whose major function is to provide for slow pleasure drives, cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area. There should be adequate parking outside of natural areas.

COLLECTOR STREETS:

Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary thoroughfares. To be identified in area plans.

LOCAL STREETS:

All other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

RELATIONSHIP BETWEEN FUNCTION AND PHYSICAL DESIGN: *no rigid design standards can be established on the basis of the functional categories established above, although higher capacities will generally be associated with freeways and major thoroughfares. Capacities must be determined on the basis of the level of traffic demand, the space available for traffic and the nature of the surrounding environment.*

Policy 4

Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas.

Streets in large parks, around small parks and along recreational parts of the shoreline should function primarily for access to recreational facilities and for scenic driving, not as thoroughfares. Heavy or fast traffic endangers pedestrians, cuts off access to recreation and reduces the pleasure of being in parks by causing noise, pollution and visual disharmony. Pedestrian entrances to parks should be at street intersections to the extent possible. Streets adjacent to or within parks and along the shoreline should to the greatest extent possible be designed and controlled to reduce their use as throughways. They should offer opportunities for leisurely, scenic driving consistent with pedestrian, equestrian and bicycle movements along and across the street.

OBJECTIVE 2

PROVIDE FOR CONVENIENT AND SAFE MOVEMENT AMONG DISTRICTS IN THE CITY DURING NORMAL TRAVEL PERIODS.

The primary purpose of those segments of the thoroughfares system designed for inter-district movements is to provide for efficient, convenient and safe travel, integrating the city into a functional whole. At the same time it is recognized that congestion can never be eliminated completely, especially during periods of peak demand. The intent is to provide a convenient vehicular system which functions well in meeting normal traffic demands.

Policy 1

Eliminate unnecessary cross traffic conflicts and improve traffic flow along major thoroughfares.

Excessive numbers of intersections on major thoroughfares reduce the average speed of traffic and encourage use of local streets for through movements. Intersections with local streets should be eliminated where possible to speed the flow of traffic on the arterials intended to carry the bulk of inter-district travel and to reduce accidents. In some cases, where two major thoroughfares meet, it may be necessary to create grade separations to avoid conflicts. However, less costly measures to minimize this conflict should be used wherever possible.

The system of signal-light synchronization and sensors which detect cross-traffic at intersections should be expanded and modified to reduce congestion on major thoroughfares. At the same time, use of regulatory devices within residential areas will discourage through traffic when a good signal system is in effect on the major thoroughfares. Diagonal and perpendicular parking should normally not be allowed on major or secondary thoroughfares. Lane striping, curb cuts and service roads or lanes should provide for driveway access in a manner that will not conflict with through traffic flows.

Policy 2

Promote increased traffic safety, with special attention to hazards that could cause personal injury.

As overall traffic levels increase, the number of accidents also tends to rise. Many accidents occur even where speed of travel is relatively slow. Various measures can be taken to reduce accidents, especially those involving serious personal injury. In some cases redesign of the roadway and of intersections to reduce conflicts between vehicles and pedestrians is required; in others all that is necessary is to improve clarity of signs and of routing so that there is less driver uncertainty and hesitation.

Rana Ahmadi

DESIGN GUIDELINES

MAJOR STREETS

Where residential uses abut on major and secondary thoroughfares, they should be screened visually and physically wherever possible.

A consistent pattern of trees at regular intervals should be used to identify major streets.

Extensive buffers should be used to separate busy thoroughfares from active pedestrian areas.

The brightness (apparent illumination) of street lighting should be greater than on residential streets and the color or hue different from that on residential streets.

Destination information should be concentrated on major streets with signs used to route traffic on the major streets system.

LOCAL RESIDENTIAL STREETS

Excessive traffic speeds and volumes should be restricted and discouraged by every means possible.

Where possible, vehicular access directly to and from local streets should be from other than major thoroughfares, e.g., via a secondary thoroughfare or collector street.

When alternate access is possible, residences should not access to major thoroughfares.

Local streets, other than collectors, should be primarily for access to residences and to serve for emergency vehicles; pedestrian-dominant streets with the maximum feasible amount of street space devoted to environmental amenities desired and needed by the residents.

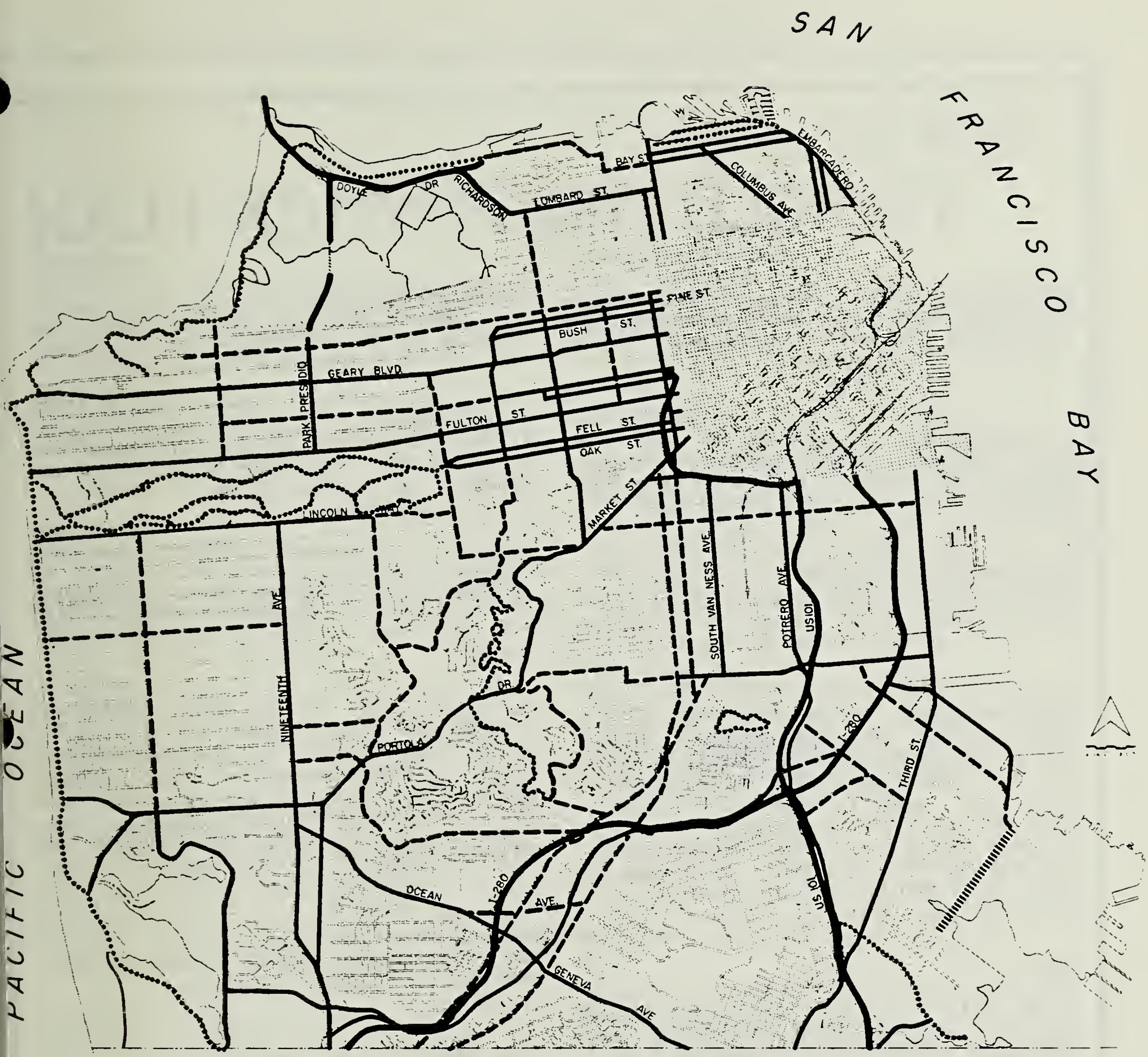
Residential streets should be well-lighted without being excessively bright.

INTERSECTIONS

Street width, traffic controls, destination and route information and illumination should be maximized at the intersection of two major thoroughfares.

Two intersecting residential streets should have minimal roadway width, wide sidewalks and no change in illumination from that on the streets themselves.

Intersections of residential streets and major thoroughfares should be minimized; where they must intersect, cross and left-turn movements should be limited by curb alignments or medians.


SAN FRANCISCO BAY
PACIFIC OCEAN
BAY ST
EMBARCADERO
COLUMBUS AVE
DOYLE DR
RICHARDSON
LOMBARD ST.
PINE ST.
BUSH ST.
GEARY BLVD.
PARK PRESIDIO
FULTON ST.
FELL ST.
OAK ST.
LINCOLN WAY
MARKET ST.
SOUTH VAN NESS AVE.
POTRERO AVE.
US 101
NINETEENTH AVE
DR
PORTOLA
I-280
THIRD ST.
OCEAN AVE.
I-280
US 101
GENEVA AVE

VEHICLE CIRCULATION PLAN

━━ FREEWAY

── MAJOR THOROUGHFARE

– – – SECONDARY THOROUGHFARE

······ RECREATIONAL STREETS

IIIIIIIIIII Refer to GUIDE TO THOROUGHFARES PLAN and SOUTH BAYSHORE PLAN for Criteria for State Route 230

Refer to DOWNTOWN TRANSPORTATION PLAN for Details within This Area

GUIDE TO VEHICLE CIRCULATION PLAN

NOTE: This section refers to the Vehicle Circulation Plan map. Except where indicated no increase in the vehicular capacity of any thoroughfare is intended.

Bay Front Drive
A new recreational drive along the northern shore of the Presidio is proposed to connect Marina Boulevard to Lincoln Boulevard.

Bernal Heights Boulevard
This boulevard should function as a recreational street, with emphasis on pedestrian and bicycle use and with minimal auto capacity.

Cross-over Drive
This connection in Golden Gate Park between Park-Presidio Boulevard and Nineteenth Avenue should be redesigned and realigned as a below-grade roadway. There should be no connection with John F. Kennedy Drive. The design should be limited to a capacity similar to Park-Presidio Boulevard and should be carefully aligned to avoid tree removal.

Doyle Drive
This road should be improved for greater safety; design capacity should be no greater than that of the Golden Gate Bridge less vehicles using Park-Presidio Boulevard.

The Embarcadero
A reconstructed roadway between Washington and North Point Streets is proposed as an attractive, landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use.

Embarcadero Freeway
The elevated portion between Howard and Broadway and the Washington-Clay and Broadway ramps should be removed as soon as possible.

Franklin Street
If and when Van Ness Avenue is depressed for through traffic, the function of this street between Pine and Lombard should be only for local circulation.

Frederick Street
If Kezar Drive is undergrounded, this street would no longer be required for truck traffic and should be changed to a local street function.

Geary Boulevard
To the extent possible most east-west travel in the Western Addition and Inner Richmond should be channeled onto this street to divert traffic from nearby residential streets. Grade separations at key intersections and improved left-turn connections are desirable.

Gough Street
This street should not be widened or made unidirectional north of Pine Street.

Great Highway
The design capacity of this road should be reduced substantially to correspond with its recreational function; emphasis to be on slow pleasure traffic and safe pedestrian crossings.

Guerrero Street
Although Guerrero, Valencia and Folsom serve as major thoroughfares at the present, the completion of BART to the airport should be accompanied by steps to reduce through traffic and make these streets more compatible with residential uses.

Harney Way
Widening is proposed to serve Candlestick Park and new commercial and recreational development. Refer to South Bayshore Plan.

John F. Kennedy Drive
Through, nonpark traffic on this recreational drive should be eliminated.

Kezar Drive
This road should be undergrounded to restore the corner of the park to full recreational use; design capacity no greater than that of the Fell and Oak couple.

Market Street
This street should be no more than four through traffic lanes between the Central Skyway and Castro.

Nineteenth Avenue
This heavily trafficked street should ultimately be rebuilt as a parkway with the same capacity and similar design as Park-Presidio Boulevard. Simultaneous measures should be taken to eliminate through traffic on parallel streets.

O'Shaughnessy Boulevard
Functionally, this route must provide for crosstown movements; in design, it should remain a scenic-recreational drive, not intended for heavy traffic.

Parnassus Avenue
If the University of California Medical Center wishes to connect its campus on both sides of this street, the University should depress the roadway to maintain a through route for transit and vehicular traffic.

Pine Street-Bush Street.
When the Richmond rapid transit line is built, priority should be given to reducing capacity and landscaping these residential streets west of Van Ness Avenue.

State Route 230
A surface parkway with two moving lanes in each direction should be constructed along this route, designed to divert truck traffic from Third Street, while serving the major Port facilities, India Basin Redevelopment Area, Hunters Point Shipyard, the new Candlestick Point State Park and Candlestick Park Stadium.

State Route 480
This State Highway Route should be eliminated from the State Highway Plan, and there should be no freeway or other high vehicular capacity, limited access connection between the Golden Gate Bridge and downtown.

Valencia Street
This street should act as a neighborhood collector street as soon as possible after BART begins operations on the Peninsula.

Van Ness Avenue
The possibility of depressing portions or all of Van Ness Avenue from the Central Freeway to Lombard in order to separate through traffic from local circulation should be studied.

PEDESTRIAN CIRCULATION PLAN

OBJECTIVE

PROVIDE SAFE AND PLEASANT SPACE FOR PEDESTRIANS.

Walking is a form of transportation which must be provided for, especially in neighborhoods for short trips to local commercial and public facilities and in business areas where many shoppers congregate. Sidewalks, malls and similar spaces provide not only for pedestrian movement but also for children's play, socializing among residents, window-shopping, and sitting and watching. Congestion occurs on sidewalks in high activity areas, just as it does on streets. Inadequacy of space creates inconveniences for those trying to pass through and those stopping to talk or look or rest.

Policy 1

Widen sidewalks where intensive commercial, recreational, or institutional activity is present and where residential densities are high.

In many high-activity areas of the city such as downtown, Fisherman's Wharf and North Beach, sidewalks are narrower than required for pedestrians. Where pedestrian traffic is high and through vehicular traffic is light or can be moved to alternate routes or reduced by transit improvements, some street space can be made into wider sidewalks, landscaped strips and sitting areas. Through traffic should be discouraged or eliminated to avoid conflicts which inconvenience drivers and pedestrians and may increase accidents. In high-density residential areas with little open space, wider sidewalks and small plazas should be created to provide more usable space as well as to discourage through traffic.

Policy 2

Retain streets not required for traffic for pedestrian circulation, open space use, and density controls.

Proposals for street vacation often arise when a street no longer serves a necessary traffic function. Except in rare cases, street vacations for private ownership or use or for construction of public buildings should not occur where the street could serve as a valuable open space, would improve pedestrian circulation, or maintain control of development density consistent with assumptions underlying land use plans.

Rana Ahmadi

Policy 3

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision must be made for safe and convenient pedestrian crossings. This is especially important near schools, parks and hospitals, and in high-density residential areas. Wide streets should have adequately timed lights and median strips or islands at intersections to allow safe crossings. If grade separation of pedestrian and vehicular movement is necessary, the roadway should be depressed to maintain continuity of pedestrian paths wherever possible. If a change in pedestrian levels is required, ramps are preferable to stairs.

Policy 4

Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

Some streets in active shopping areas and in residential areas can be closed wholly or partially to vehicular traffic because the streets are not required for vehicular use, except possibly at infrequent intervals or during emergencies. Partial closings can be achieved by substantially narrowing the roadway or by installing temporary barriers during certain periods of the day. Doing so would open up the street for nontraffic uses, without its loss for emergency use or access to homes and businesses. In neighborhood shopping areas provision should be made concurrently for replacement of on-street parking spaces with off-street facilities.

BICYCLE PLAN

OBJECTIVE 1

PROVIDE FOR THE SAFE AND CONVENIENT USE OF THE BICYCLE AS A MEANS OF TRANSPORTATION AND RECREATION.

The bicycle is finding increasing acceptance as a viable alternative to the automobile for work, shopping and recreation purposes. As streets become more congested, some people are finding that they can move about the city and the neighborhoods more quickly, enjoyably and economically on bicycles. Bicycle riding provides health benefits through exercise, reduces noise and air pollution, and helps conserve gasoline. Increased bicycle use is one aspect of the city's energy conservation strategy.

Obstacles to increased individual bicycle use include concerns for safety and lack of knowledge about good routes. On a governmental level, agencies concerned with transportation, land use and traffic law enforcement have often manifested a low level of awareness of bicycles. Often there has been no provision for their use, and little protection for their users' rights. Further institutional constraints involve limited funding resources, and lack of coordination between agencies. The bicycle section of the Transportation Element, in large measure, describes what San Francisco should do to overcome these obstacles and constraints.

Policy 1

Increase the availability of information for commute cycling.

Bicycle commuting to the city's central business district is a small but increasing share of all work-bound trips. With some additional support facilities and encouragement, the volume of such bicycle trips could dramatically increase. Bicycle commute routes are by preference often the same commute routes used for major vehicular access to the downtown. In some cases, the routes also coincide with designated Transit Preferential Streets. The commuting cyclist is generally an adult rider and a repeat user of the same streets. He or she is therefore likely to operate more safely on heavily trafficked streets than the younger or less experienced rider.

A number of improvements can be made to increase safety for commuting cyclists on these streets without directing less experienced cyclists to venture onto them. Funding should be made available to maintain the surfaces of the preferred commute streets at a relatively high standard. The commute streets should not include marking or signing that would encourage use by the inexperienced, primarily recreational cyclist unless these streets also lend themselves to recreational bicycle use. Direct information to commuting cyclists should be primarily in the form of maps. Distribution of such maps should be one aspect of transportation brokering services provided by large employers.

Policy 2

Expand and improve bikeways in accordance with State standards, incorporating the series of passes between hills that are essential to bike travel.

Bikeways are classified as Class I (off roadway paths); Class II (lanes) and Class III (routes). Class I bikeways may require considerable investment, but can often be economically incorporated into other capital projects, such as The Embarcadero and Great Highway reconstruction projects. Class II bikeways involve designation by the Board of Supervisors and include marked lanes and signs every few hundred feet. Class III bikeways share existing roadways with other vehicles and are signed. They require only minimal signing expenditures.

In general, the State advocates that bikeways be placed in close proximity to, rather than on, major streets, for the safety and convenience of the cyclists and motorists alike. However, in San Francisco, Class III bikeways almost always have to be on major streets, since these streets have the most favorable access. The State of California through CalTrans has adopted mandatory planning and design criteria for bikeways, and increments or modifications to the existing 60 miles of San Francisco bikeways must meet these standards as a condition of state or federal funding. Signed bikeways provide a visible means of reinforcing the legitimacy of cyclists' presence, educating other users of thoroughfares and alerting motorists to the possible presence of cyclists.

Bikeways should connect and incorporate waterfront areas of San Francisco, scenic view areas and major parks. Golden Gate Park, in particular, is a prime locale for bicycling. Schools, colleges and hospitals should also be accessible from bikeways. In many cases, bikeways will overlap the preferred commute routes of expert cyclists. The bikeways should link with other modes of travel, including vans, ferries, and transit and train services that accommodate bicycles. Appropriate information about the bikeways should be made available in the form of easy-to-read maps to city visitors, recreational facility users and students.

Certain additional amenities along bikeway systems such as public restrooms, drinking fountains, rest areas and hostels are welcomed by recreational riders. Where possible, such amenities should be included along recreational routes.

Policy 3.

Eliminate hazards on designated bikeways and on commute streets.

Narrow traffic lanes, lack of shoulders, sewer grates with parallel inlets, and certain traffic control devices applied to street surfaces such as speed bumps, present hazards to cyclists. Bad road surfaces, cracks and potholes, and refuse such as glass shards are also hazardous and inhibit use of existing streets by bicyclists. Although hazards involving street dimensions are very difficult to eliminate, as many other hazards as possible should be removed from designated bike routes. Four lane streets which have a very low volume of large vehicles could have the number or width of lanes reduced with a concomitant increase in right lane width for safe bicycle operation.

Policy 4

Accommodate bicycles on regional transit facilities and important regional transportation links.

The opportunity for cyclists to move about the Bay Area with their bikes by using regional transit modes such as BART, the ferry system, the CalTrans Bay Bridge Bicycle Shuttle and trains should be expanded. BART allows bicycles during noncommute hours if riders obtain a nominally priced license. The level of bicycle access permitted by BART is felt to be too limited by bicycle advocates. These transit modes should provide adequate areas for the conveyance of bicycles and should develop related facilities such as lockers. San Francisco should advocate that carrying racks be added to AC Transit, SamTrans, Golden Gate Transit and Greyhound buses and encourage CalTrans to continue to provide locker facilities at intermodal transfer points.

Where there is denial of access to bridges, there should be substitution of other means of access such as the bicycle shuttles used on the Bay Bridge. Alternate access should be the responsibility of the agency prohibiting access. Better coordination of effort between all the transit agencies on bicycle policies and facilities is also needed.

Policy 5

Utilize available bicycle facility funding for projects in San Francisco.

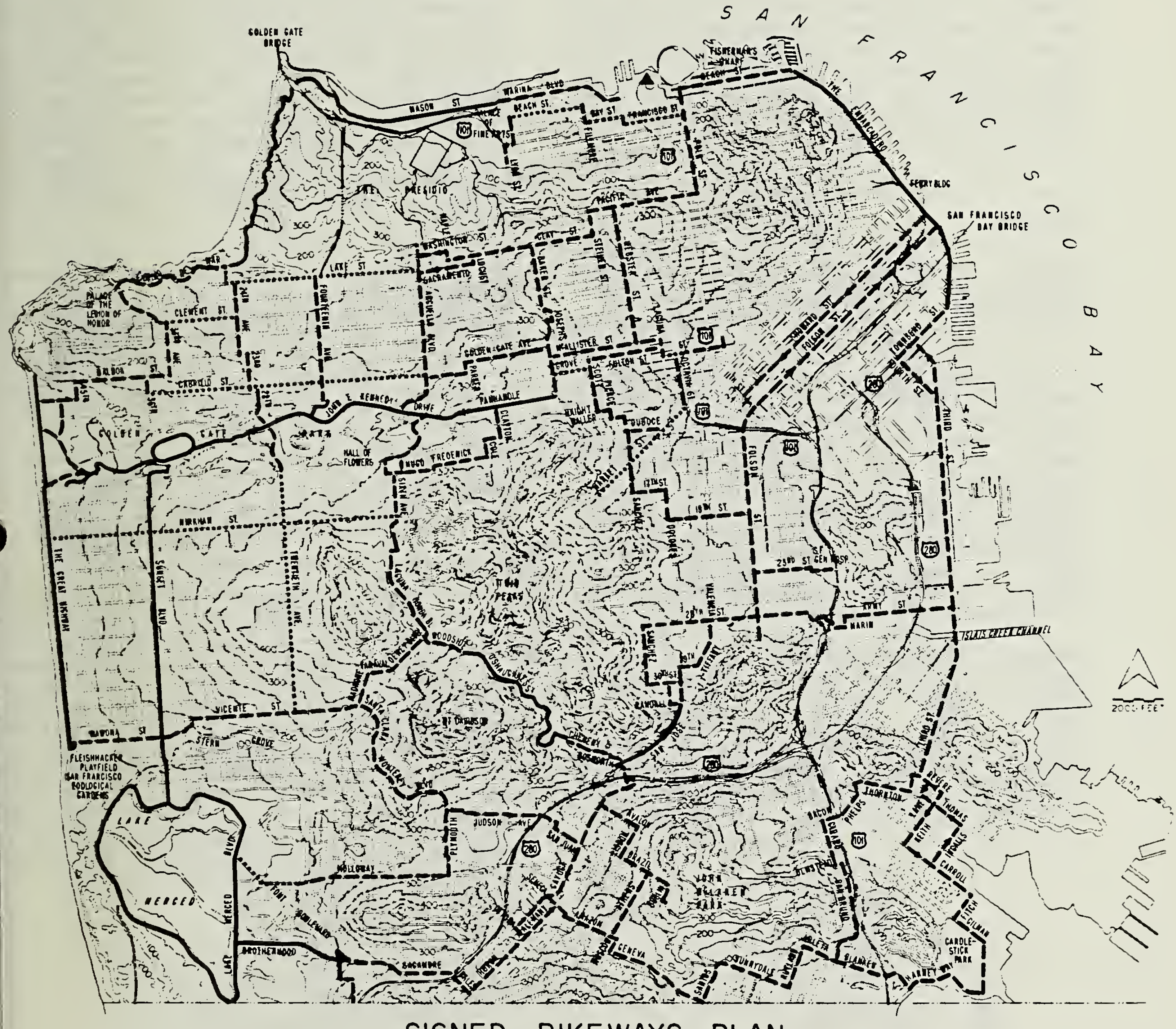
Bicycle transportation funding should be integrated into all appropriate state and federally funded transportation projects, especially those related to safety and mass transit. Funds earmarked specifically for bicycle facilities should be sought out against an identified list of priority projects.

Policy 6

Prevent bicycle accidents through bicycle safety education and improved traffic enforcement related to bicycle use.

Bicyclist education and training should be made available from a wide variety of sources -- to employees as part of transportation brokering services at work sites, to students at schools and colleges, and to new riders through bicycle shops and dealers. Motor vehicle licensing procedures should encompass demonstrated knowledge of laws relating to bicycles.

Traffic enforcement should extend to protection of bicyclists' rights-of-way which are often violated by motorists. Theft prevention and investigation are other areas of law enforcement needing additional effort.


SAN FRANCISCO BAY
GOLDEN GATE BRIDGE
FISHERMAN'S WHARF
BEACH ST
MARINA BLVD
MASON ST
PALACE OF FINE ARTS
BEACH ST.
BAY ST
FRANCISCO ST
FILLMORE
LYON ST
THE PRESIDIO
POLK ST
THE EMBARCADERO
FERRY BLDG
SAN FRANCISCO BAY BRIDGE
PACIFIC AVE
WASHINGTON
CLAY ST
SACRAMENTO
LAKE ST
CLEMENT ST.
PALACE OF THE LEGION OF HONOR
BALBOA ST
CABRILLO ST.
ARGUELLO BLVD
FOURTEENTH AVE
STEINER ST
WEBSTER ST
FOLSOM ST
GOLDEN GATE AVE
McALLISTER ST
FULTON ST
GROVE
SCOTT
PIERCE
PARKER
PANHANDLE
JOHN F. KENNEDY DRIVE
GOLDEN GATE PARK
HALL OF FLOWERS
CLAYTON
HAIGHT
DUBOCE
HUGO
FREDERICK
COLE
SIXTH AVE
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18TH ST.
FOLSOM ST
DOLORES
THIRD ST
LINCOLN WAY
THE GREAT HIGHWAY
SUNSET BLVD
TWELFTH AVE
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TWIN PEAKS
WOODSIDE
O'SHAUGHNESSY
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S.F. GEN HOSP.
ARMY ST
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26TH ST
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WAWONA ST
STERN GROVE
SANTA CLARA
PORTOLA
MONTEREY BLVD
MT DAVIDSON
CHENERY
BOSWORTH
SAN JOSE
FLEISHHACKER PLAYFIELD SAN FRANCISCO ZOOLOGICAL GARDENS
LAKE MERCED
MERCED
LAKE MERCED BLVD
FONT BOULEVARD
HOLLOWAY
JUDSON AVE
PLYMOUTH
SAN JUAN
AVALON
BRAZIL
JOHN McLAREN PARK
GENEVA
BROTHERHOOD
SAGAMORE
SUNNYDALE
BACON
GIRARD
PHELPS
THORNTON
REVERE
THOMAS
KEITH
INGALLS
CARROLL
GILMAN
CANDLESTICK PARK
HARNEY WAY
BLANKEN
SAN BRUNO
THIRD ST
101
280
100
200
300
2000 FEET

SIGNED BIKEWAYS PLAN

━━ CLASS I, OFF-ROAD, SEPARATE PATH
······ CLASS II, STRIPED LANES AND SIGNS
- - - CLASS III, ROUTE SIGNS ONLY
▲ AMERICAN YOUTH HOSTEL, BLDG. 240, FORT MASON

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

OBJECTIVE 2

PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.

One of the major deterrents to bicycle use is actual or perceived lack of security for parked bicycles. The popularity of the bicycle, its relatively small size and weight and its simplicity make it very susceptible to theft. Provision of relatively low cost but secure parking parking facilities for bicycles help reduce theft and encourage bicycle use. Adequate parking is crucial to the successful use of bicycles for transportation.

Policy 1

Include facilities for bicycle users in governmental, commercial and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction, such as office buildings, shopping and medical centers and residential complexes, as well as at schools, parks and recreation facilities. Schools, in particular, need to encourage bicycle use through provision of secure parking facilities and safety education for students.

Commercial neighborhood shopping areas present some special opportunities for the creation of bicycle parking facilities, as part of improved street appearance. A merchants' "adopt a bicycle" program could attract bicycling customers. A cooperative approach to liability insurance concerns should be undertaken.

Policy 2

Provide adequate and secure bicycle parking at transit terminals.

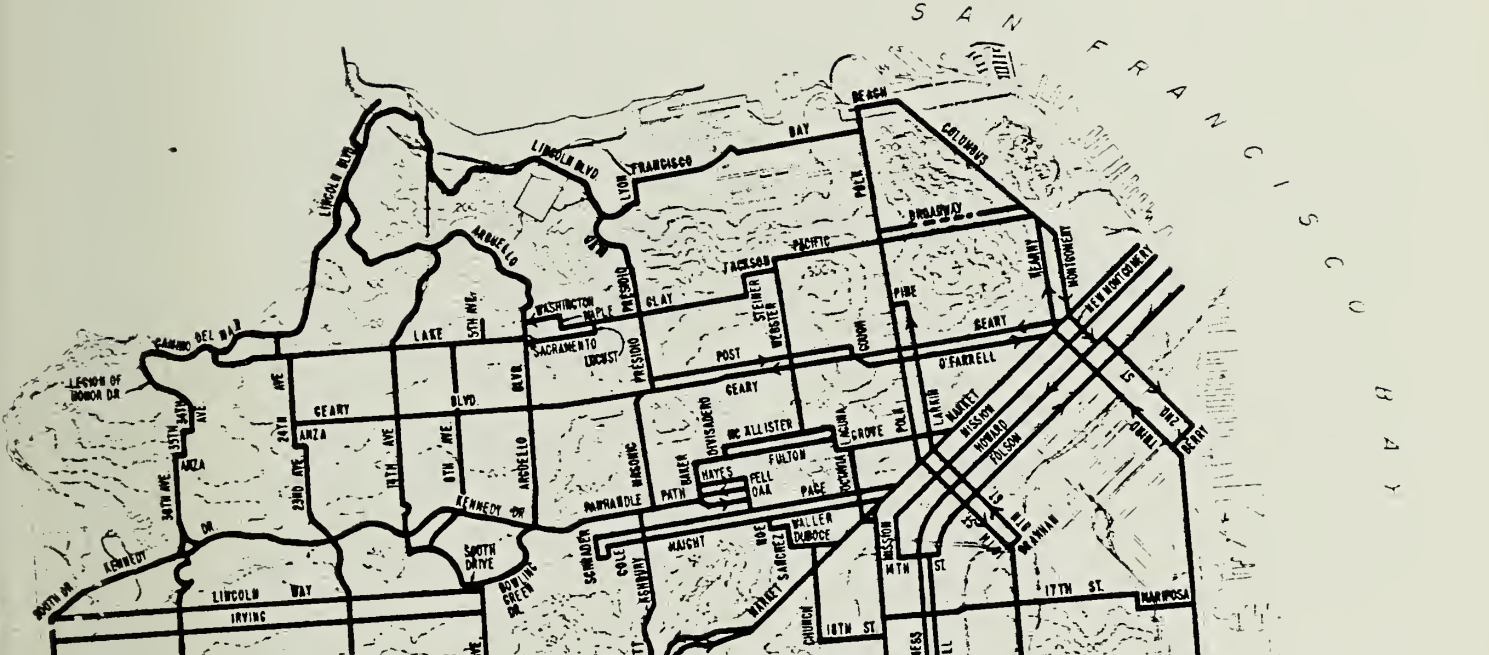
Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. BART stations and park-and-ride lots, particularly in high-density residential areas, are good potential locations for such facilities. Public and private parking garages should examine the feasibility of designating otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers. CalTrans has begun to create and allocate bicycle lockers in such locations.

The cost of providing adequate and secure bicycle parking is low -- only a fraction of that required for automobiles. This cost can be offset and perhaps recovered by use of coin-operated lockers or racks, or by imposing a charge for supervised parking facilities, although this latter practice is not recommended at transit terminals.

Policy 3

Emphasize security in bicycle parking design.

In terms of adequate parking, bicycles should be able to be locked to permanent, set in concrete metal racks, or stored within locked boxes. Mechanical devices are needed for securing bicycles against theft using frame and two wheel locking and padlock protective hardware. There should be good supervision of the bicycle storage area by building personnel. Further related amenities for cyclists such as showers, lockers and clothes-changing areas should also be considered. The State has recently enacted taxation incentives for bicycle facilities by allowing a rapid three year depreciation.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COLUMBUS
LINCOLN BLVD
FRANCISCO
LYON
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BROADWAY
PACIFIC
JACKSON
KEARNY
MONTGOMERY
NEW MONTGOMERY
ARGUELLO
WASHINGTON
MAPLE
PRESIDIO
CLAY
STEINER
WEBSTER
PINE
CAMINO DEL MAR
LEGION OF HONOR DR
LAKE
15TH AVE
SACRAMENTO
LOCUST
POST
GEARY
O'FARRELL
BLVD.
GEARY
MC ALLISTER
GROVE
FULTON
HAYES
FELL
OAK
PAGE
LAGUNA
OCTAVIA
DIVISADERO
BAKER
MASONIC
LARKIN
MARKET
MISSION
HOWARD
FOLSOM
BRANNAN
BERRY
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23RD AVE
ANZA
35TH AVE
30TH AVE
18TH AVE
8TH AVE
ARGUELLO
KENNEDY DR
PANHANDLE PATH
KENNEDY
SOUTH DR
SOUTH DRIVE
BOWLING GREEN DR
SCHRADER
COLE
HAIGHT
ASHBURY
NOE
SANCHEZ
WALLER
DUBOCE
MARKET
CHURCH
18TH ST
17TH ST
MARIPOSA
LINCOLN WAY
IRVING
15TH AVE
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CHATTANOOGA
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SHOTWELL
POTRERO
22ND ST
PENNSYLVANIA
THIRD ST
ELIZABETH
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DIAMOND
TIFFANY
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20TH AVE
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DEWEY
FOWLER
CLAREMONT
ULLOA
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WEST PORTAL
PORTOLA
SANTA CLARA
FOERSTER
BOSWORTH
CRESCENT
DIAMOND
SAN JOSE
MONTEREY
ALEMANY
SILVER
INDUSTRIAL
OAKDALE
TOLAND
PHELPS
QUINT
EVANS
SAN BRUNO
SILLIMAN
PALOU
INNES
LAKE MERCED
JOHN MUIR DR
JUDSON
GENNESSEE
PHELAN
OCEAN
ALEMANY
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AMHERST
BAYSHORE BLVD
THIRD ST
PAUL
GILMAN
FONT
19TH AVE
JUNIPERO SERRA
HOLLOWAY
HAROLD
PERSIA
GENEVA
BROTHERHOOD WAY
SAGAMORE
PALMETTO
JUNIPERO SERRA
ST. CHARLES
SICKLES
SAN JOSE
ALEMANY
MISSION
SANTOS
SUNNYDALE
BAYSHORE
BLANKEN
HARNEY WAY
HUNTERS POINT EXP

PREFERRED COMMUTE BIKE ROUTE

THIS MAP WAS COMPILED IN COOPERATION WITH THE SAN FRANCISCO BICYCLE COALITION, THE DEPARTMENT OF PUBLIC WORKS, AND THE CALIFORNIA DEPARTMENT OF TRANSPORTATION, DISTRICT 4.

THE ROUTES, FOR THE MOST PART, ARE UNSIGNED AND NOT RECOMMENDED FOR NOVICE CYCLISTS.

DOWNTOWN TRANSPORTATION PLAN

See "Moving About" Section of the

Downtown Plan

CITYWIDE PARKING PLAN

OBJECTIVE 1

ENSURE THAT THE PROVISION OF NEW OR ENLARGED PARKING FACILITIES DOES NOT ADVERSELY AFFECT THE LIVABILITY AND DESIRABILITY OF THE CITY AND ITS VARIOUS NEIGHBORHOODS.

The general theme prevalent throughout the Master Plan and its objectives and policies is that new development must recognize the positive attributes of the city and contribute to their preservation and enhancement and to the overall living environment. New parking facilities should meet these principles because of the impact of a facility upon its immediate physical surroundings and the cumulative traffic generating impacts on the entire city.

Policy 1

Assure that new or enlarged parking facilities meet need, locational and design criteria.

A proposed parking facility should be evaluated as carefully as other proposed additions to the transportation system. Proposed new or enlarged facilities should be reviewed according to Comprehensive Plan policies, and Planning Code criteria for parking facilities. For various special districts and/or where major conflicts occur, the facility should not be developed unless the following criteria are met:

- -- There is a demonstrated demand for additional parking space in the surrounding area (in the case of parking facilities open to the public) or resulting from a specific development.
- -- All or part of this demand cannot reasonably be diverted to or served by existing transit service or transit which could reasonably be provided in the near future.
- -- This demand cannot be met by existing facilities or more efficient use of existing facilities.
- -- In the case of desired accessory parking (i.e. parking customarily provided incidental to a permitted use and directly related to the activities conducted on the site of the use) its need is clearly established and not presumed.
- -- Provision of the facility does not result in the demolition of sound residential, commercial, and industrial buildings.
- -- The traffic generated by the facility will not create a substantial adverse effect on the surrounding city streets (especially residential streets) and corridors leading into the city.
- -- The facility, viewed in a citywide context of parking supplied and trips generated will not discourage the possible diversion of current automobile users to transit.
- -- The location is appropriate in terms of adjacent land uses.
- -- The proposed site and facility are readily accessible from freeway ramps or major thoroughfares.
- -- Conflict between pedestrian movements and driveways or ramps is minimized and additional auto traffic through areas of heavy pedestrian concentration is avoided.
- -- There is not substantial conflict with existing or future patterns of other forms of transportation, especially transit, and access avoids use of transit preferential streets.
- -- Consideration has been given to the inclusion of other uses in order to maximize use of scarce land resources and integrate the structure into the surrounding neighborhood.
- -- Access or egress is not primarily from streets or alleys having predominantly residential use.
- -- The structure is in scale with existing structures in the area, and when located in commercial districts includes commercial frontage in order to avoid blank street level facades.
- -- The design and operating policy of the facility is such that vehicles can be admitted rapidly, to avoid the use of the street as a waiting area for entrance into the facility and to avoid the situation of automobiles idling for a long period of time.
- -- Provision has been made where appropriate for parking of vehicles driven by or operated for the physically handicapped.

-- A portion of spaces is reserved for compact automobiles.

-- Secure, convenient bicycle parking is provided.

-- All or portions of the facility are convertible to other uses if demand for parking is reduced in the future.

Policy 2

Discourage the proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished pending other development.

As an integral part of the transportation system, the location of any parking supply must be evaluated in like terms to the location of any roadway or transit line. If a "temporary" parking lot does not meet the criteria for location of parking facilities, it may have a disruptive effect on the transportation system similar to a major street reconstruction and resultant detour or to temporary suspension of transit service.

The scattered locations of parking lots militate against the possible provision of shuttle transit. In addition, where parking lots are temporary uses on land in the development process, autos are attracted to areas that are already impacted, or worse, where auto use conflicts with transit routes. Such temporary parking also tends to create a travel pattern based on expected availability of parking, which creates even greater difficulties whenever such a temporary facility is eventually terminated.

Surface parking as a temporary use pending some more intensive use of the property may be particularly undesirable when it results in the demolition of needed housing or inexpensive industrial space suitable for "incubator" industry.

Policy 3

Restrict long term automobile parking at rapid transit stations in the city in favor of development of effective feeder bus service.

All of the rapid transit stations in San Francisco are located in densely developed downtown areas or in residential or shopping areas where additional automobile impacts are undesirable. These stations are located in such a manner that they may generally be reached by San Francisco residents either by connecting transit or by walking. The commuter use of the automobile to reach a rapid transit station should be discouraged. Parking impacts which have occurred around outlying stations may be lessened by provision of long-term facilities, however, long-term parking facilities are undesirable because such facilities would be disruptive to the neighborhoods where they would be located. Access to BART should generally be provided by transit.

Policy 4

In any large development, allocate a portion of the off-street parking spaces for compact automobiles.

The trend toward smaller, more fuel efficient vehicles can be reflected and encouraged in new development with a concurrent savings in the amount of land and space required for the parking of automobiles. The provision of parking spaces for compact and subcompact automobiles and motorcycles should be commensurate with their proportion of the city's vehicle population.

Policy 5

Make existing and new accessory parking available to the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

A major reservoir of parking spaces, accessory to particular businesses or institutions, is currently in use only during the daytime working hours of those particular businesses and remains vacant and inaccessible at other times. In many instances this space could be used in the evening by residents of the immediate neighborhood or their guests. Also, businesses or new developments with evening, night or weekend users could share the existing accessory parking of nearby weekday businesses.

Policy 6

Limit parking facilities over the water, and near the water's edge where such parking interferes with public access.

In order to improve physical and visual access to the Bay, nonmaritime parking should be located inland away from the water's edge and away from areas of intense pedestrian activity. Where possible, existing parking facilities on or near the water's edge should be removed or relocated.

OBJECTIVE 2

CONTAIN AND LESSEN THE TRAFFIC AND PARKING IMPACT OF INSTITUTIONS ON SURROUNDING RESIDENTIAL AREAS.

Institutions such as medical centers and colleges are major employment centers and are usually located in the city's residential areas. Employment levels in medical and other health services are expected to increase significantly in the future. Many of these institutions already have physical expansions planned, and the employment levels projected indicate that institutions will have even greater traffic and parking impacts on residential areas unless strong efforts are made to accommodate the employment growth by transit. Alternatives to expansion of institutions on site may have to be explored where significant traffic and parking impacts on surrounding residential areas cannot be avoided.

Policy 1

Limit the provision of long-term parking facilities at institutions and encourage such institutions to regulate existing facilities to assure use by short-term clients and visitors.

Although there are some trips to institutions which are appropriately made by automobile, especially for medical appointments and hospital visits, work trips should be made by transit wherever possible. Institutions should take effective measures to reduce the amount of traffic and parking generated by the development and should develop and implement transit action plans accordingly. New parking provided by institutions should be carefully designed to favor short-term or carpool parking for trips which cannot reasonably be made on transit.

In some cases where institutions have parking facilities where a high short-term fee is charged, visitors seek parking on adjacent streets rather than pay the fee. In order to insure that the facilities rather than the street are used, institutions should price short-term parking low enough to encourage short-term visitor use.

OBJECTIVE 3

RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.

The continuing level of vehicle ownership by city residents indicates the need for parking facilities is continuing and raises serious questions about the level of automobile ownership which can be supported by the street and parking system. Since much of the city's housing, especially in the more densely developed areas, was built prior to the time when the automobile became the dominant mode of travel, off-street parking spaces do not exist in adequate numbers. The size of many streets and the need to provide free flows for traffic limits the number of on-street spaces. Increased parking facilities, especially off the street, need to be made available. However, just as the street system cannot accommodate all potential traffic, so the city cannot provide for an unlimited level of automobile storage. A reasonable level must be provided for and measures must be taken to discourage vehicle accumulations beyond that level.

Policy 1

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses. Encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Some neighborhoods have large numbers of persons using transit to go to work and have significant numbers of no-auto or one-auto households. This pattern should be encouraged and reflected in off-street residential parking requirements.

Use of common parking facilities for several buildings should be encouraged where existing buildings can be used for this purpose in nearby commercial areas. There may be a place for public provision and leasing of long-term resident parking in already developed high-density neighborhoods.

Policy 2

Use existing street space to increase residential parking where off-street facilities are inadequate.

Local streets are of such width in many areas that improved parking conditions can be obtained by shifting from parallel to diagonal or perpendicular parking without a major investment. This policy has long been followed on steep hills for safety reasons and can be applied where streets are flat in order to maximize the use of existing street space. Care must be taken, however, to ensure that the street is more than a parking lot. Proper landscaping is required to prevent lights from shining into dwellings at night and breaks in rows of cars should be provided to avoid the monotony and unsightliness of unending rows of vehicles.

There is a limit to the number of automobiles the city can accommodate, either moving or in place, especially in the densely populated neighborhoods. The possibility of a new, higher tax on second and third cars and stricter enforcement of on-street parking regulations should be explored.

Policy 3

Protect residential neighborhoods from the parking impacts of nearby traffic generators.

Residents should be given preference in the use of residential neighborhood on-street parking spaces where traffic congestion and parking shortages generated by schools, shopping districts, recreational facilities or rapid transit stations have contributed to the deterioration of residential environment. The preferential parking concept may provide relief for such residential neighborhoods by instituting a regulatory scheme which would reduce parking congestion in residential neighborhoods caused by long-term non-residential parkers, facilitate residents' access to on-street parking close to their homes, provide for access to convenient parking by vistors of neighborhood residents and allow convenient parking for vehicles being used by people providing essential services to neighborhood residents.

OBJECTIVE 4

MEET SHORT-TERM PARKING NEEDS IN NEIGHBORHOOD SHOPPING DISTRICTS CONSISTENT WITH PRESERVATION OF A DESIRABLE ENVIRONMENT FOR PEDESTRIANS AND RESIDENTS.

Although a primary goal is to encourage improved transit service to shopping areas, and the emphasis should continue on transit as the means to travel to shopping districts, automobile use is often necessary for shopping trips involving the purchase of bulky items such as groceries or where there are many stops to be made at different places far apart. Where additional short-term parking is demonstrated to be needed and essential to a shopping district, it should be provided at the least economic and environmental cost to the neighborhood and the city.

Policy 1

Assure that new neighborhood shopping district parking facilities and other auto-oriented uses meet established guidelines.

Some neighborhood shopping facilities serve only residents of the immediately surrounding areas, most of whom travel on foot. Others tend to attract consumers from adjacent communities or in low-density parts of the city from a distance not easily traversable on foot.

Proposed new parking facilities should be carefully considered not only in terms of how much demand they can satisfy, but also in terms of the impact of that facility on the environment of the shopping district. A poorly designed or located facility could be worse for a shopping district than no facility at all. In addition to the criteria for new parking facilities in Objective 1, Policy 1, the following guidelines should be considered in the review of proposed new facilities.

-- Facilities should be located to provide convenient access to desired shopping destinations. However, they should be located in such a manner that they lessen the amount of traffic traveling through the district and do not disrupt the continuity of the shopping district.

-- Multiple use of parking structures and lots should be provided wherever feasible. The use of roof tops of garage structures as game/play areas in densely populated neighborhoods, use of surface parking lots as tennis courts or soccer fields on days when the shopping districts are closed, or use of the facilities for resident parking in the evening are all possibilities which should be considered.

SAN FRANCISCO MASTER PLAN

URBAN DESIGN

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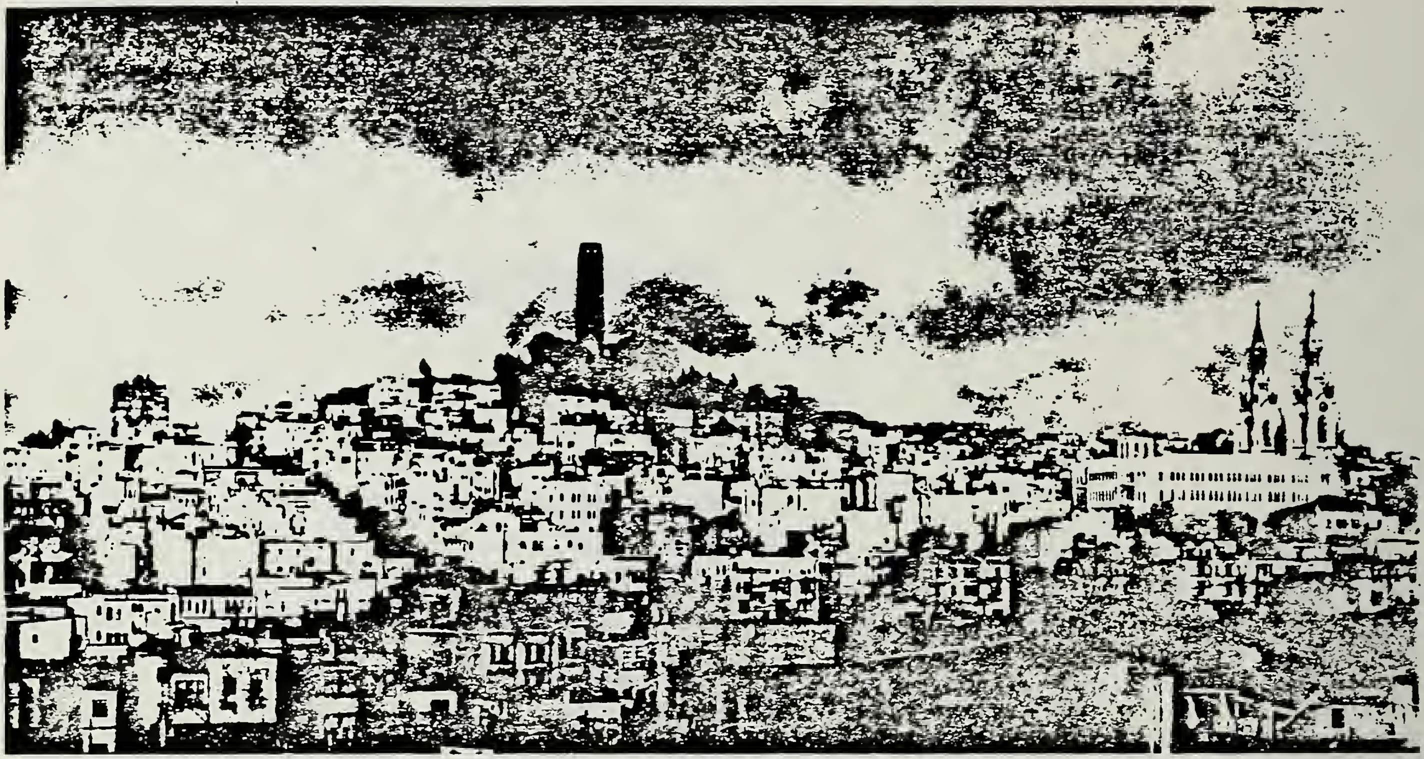
59 **The Future**

The Urban Design Plan was adopted by Resolution 6745 of the San Francisco City Planning Commission on August 26, 1971.

The map entitled "Plan for Protected Residential Areas" on page 53 was amended by Resolution 6835 on April 27, 1972.



Nature and Purpose of the Plan

The Urban Design Plan is an element of the San Francisco Master Plan. It concerns the physical character and order of the city, and the relationship between people and their environment.

San Francisco's environment is magnificent, and the city is a great city, but the unique relationships of natural setting and man's past creations are extremely fragile. There are constant pressures for change, some for growth, some for decay.

The Urban Design Plan is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

This is a general plan, responding to issues relating to City Pattern, Conservation, Major New Development, and Neighborhood Environment. In the case of each of these four types of issues, the Plan contains:

1. A review and definition of essential *human needs;*
2. An overall *objective* toward which both public and private efforts must be directed if the human needs are to be met and San Francisco's special characteristics are to be recognized, enhanced and conserved;
3. *Fundamental principles,* with graphic illustrations, reflecting the needs and characteristics with which the Plan is concerned, and describing the measurable and critical design relationships among parts of the environment such as open spaces, buildings, hills and streets; and
4. A series of *policies* necessary to achieve or approach the overall objective, which acknowledge the needs and principles, and which provide a continuing guide and directive for public and private decisions pursuant to this Plan.

CITY PATTERN

Human Needs

The agreeable pattern of San Francisco's appearance is, perhaps above all, what makes this a city with feeling. The pattern is a visual framework composed of the natural base upon which the city rests, together with man's development. In some ways the pattern is seen in two dimensions as though it were a map; in other ways it has a sculptural or three-dimensional form.

To describe the pattern is not to describe a rigid order, for rigidity will not produce a city meant for human needs. Rather than rigidity, the sense is one of balance and compatibility, with diverse and even random features fitting together to form the whole. The pattern is made up of:

WATER, the Bay and Ocean, which are boundaries for the city and a part of its climate and way of life. The water is open space, a focus of major views and a place of human activity.

HILLS AND RIDGES, which allow the city to be seen, define districts, and more than any other feature produce the variety that is characteristic of San Francisco. The central mass of Twin Peaks separates the city into quadrants, for example, while Telegraph Hill, Sunset Heights and Potrero Hill are neighborhoods. In the topographic form of the city, the valleys and plains are as important as the hills, for they define their own districts and give the hills their visual meaning.

OPEN SPACES AND LANDSCAPED AREAS, whose dark green patterns enrich the color of the city and define and identify hills, districts and places for recreation. These areas may be large, as at the Presidio, Lake Merced and Golden Gate Park, smaller but still prominent as at Bayview Hill and Alta Plaza, or mixed with buildings as on the slopes of Russian Hill and Buena Vista.

STREETS AND ROADWAYS, which unify the pattern, emphasize the hills and valleys, provide vistas and open space and determine the character of development. Streets and roadways are of many types, each with its own functions and characteristics, and together they make up a system that accommodates man's movements and joins the districts of the city.

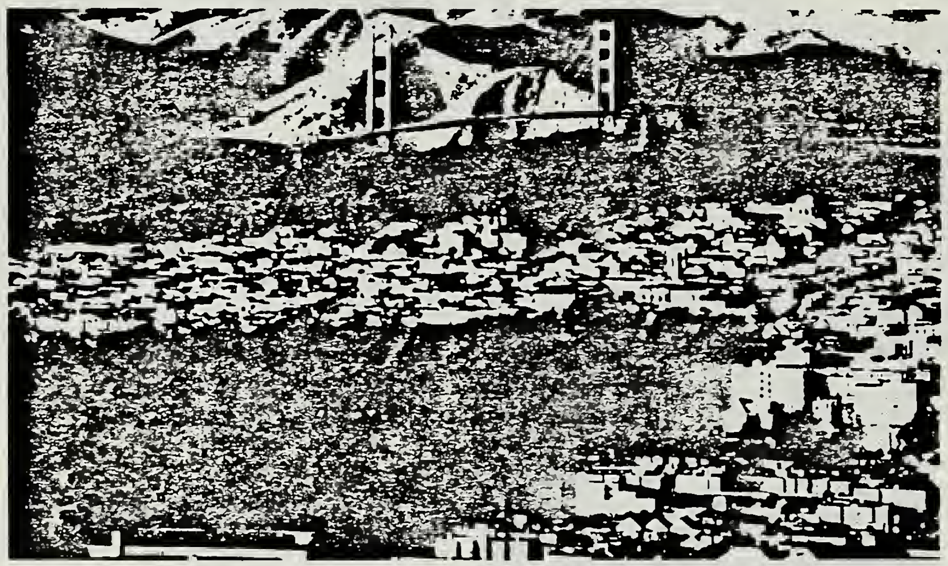
BUILDINGS AND STRUCTURES and clusters of them, which reflect the character of districts and centers for activity, provide reference points for human orientation, and may add to (but can detract from) topography and views. Some buildings and structures, such as the Golden Gate and Bay Bridges, Coit Tower, the Palace of Fine Arts and City College, stand out as single features of community importance, while elsewhere the dominant pattern of man's development is a light-toned texture of separate shapes blended and articulated over the landscape.

People perceive this pattern from many places and during many activities: from their homes and neighborhoods, from parks and the shoreline during recreation, from places of work, from the streets while traveling, and from entranceways and observation points while visiting the city.

The uses and benefits of the city pattern are many and profound. This pattern is, first of all, bound up in the image and character of the city. To weaken or destroy the pattern would make San Francisco a vastly different place.

Second, the city pattern has important psychological effects upon residents of the city. It provides organization and measured relationships that give a sense of place and purpose and reduce the degree of stress in urban life. Outlooks upon a pleasant and varied pattern provide for an extension of individual consciousness and personality, and give a comforting sense of living with the environment.

The pattern also helps people to identify districts and neighborhoods, particularly those in which they themselves live. Recognition of such areas by their prominent features, their edges and their centers for activity breaks up a large and intense city into units that are visually and psychologically manageable. Furthermore, awareness of districts and neighborhoods increases the pride in one's area and in one's own life.



People also have a need to understand their city, its logic and its means of cohesion. They need to know where to find activities, and how to reach their destinations in shopping areas, downtown, at institutions and at places of entertainment and recreation. The city pattern helps them find their way, without inconvenience or lost time, letting them see the routes to be taken. Travel congestion is reduced if the best routes are easily found, and safety is increased.

Two of the controllable elements that help strengthen the city pattern are visually prominent landscaping and street lighting. Because these elements can be so easily affected in a positive way by human actions, and especially by programs of the City government, they are given important attention in the policies of this Plan. Opportunities for use of these elements are by no means fully realized now, and systems for landscaping and lighting are incomplete. As a consequence, parts of the city pattern that otherwise would be easily read are unclear, and the functions of the street system are apt to be confused both by day and at night. In addition, some areas of the city are favored by the amenities produced by good landscaping and lighting systems while others are not.

The human needs outlined above for the city pattern are further addressed by the fundamental principles that follow, and by the policies that conclude this section of The Urban Design Plan. In certain ways they are addressed, as well, in the other three sections of the Plan: by policies dealing with conservation of resources that are part of the city pattern; policies for moderation of major new development to enhance rather than detract from the city pattern; and policies to make the pattern more perceptible in the neighborhood environment. Such an interchange of needs and policies occurs throughout the sections of the Plan, for the Plan is a unified document and its sections are closely related.

Objective 1

Fundamental Principles for City Pattern

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

San Francisco has an image and character in its city pattern which depend especially upon views, topography, streets, building form and major landscaping. This pattern gives an organization and sense of purpose to the city, denotes the extent and special nature of districts, and identifies and makes prominent the centers of human activity. The pattern also assists in orientation for travel on foot, by automobile and by public transportation. The city pattern should be recognized, protected and enhanced.

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in the city pattern.

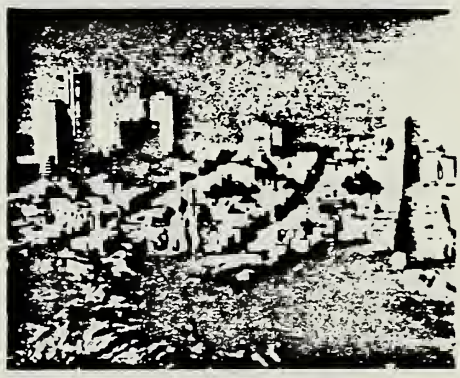
1

The city's overall visual structure can be strengthened and enhanced by use of large-scale planting on certain streets and open spaces.

2

Street layouts and building forms which do not emphasize topography reduce the clarity of the city form and image.

A: Tall, slender buildings at the tops of hills and low buildings on the slopes and in valleys accentuate the form of the hills.



B: Contour streets on hills align buildings to create a pattern of strong horizontal bands that conflict with the hill form.

3

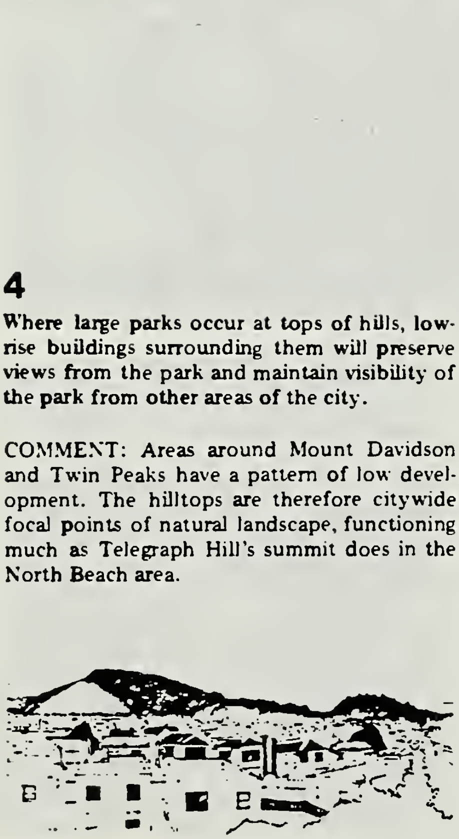
Clearly visible open spaces act as orientation points, and convey information about the presence of recreation space to motorists and pedestrians.

COMMENT: Because Buena Vista Park is visible from many parts of the city, it is often used as a point of reference. The foliage, in contrast to the surrounding developed areas, indicates the proximity of recreational means.

4

Where large parks occur at tops of hills, low-rise buildings surrounding them will preserve views from the park and maintain visibility of the park from other areas of the city.

COMMENT: Areas around Mount Davidson and Twin Peaks have a pattern of low development. The hilltops are therefore citywide focal points of natural landscape, functioning much as Telegraph Hill's summit does in the North Beach area.



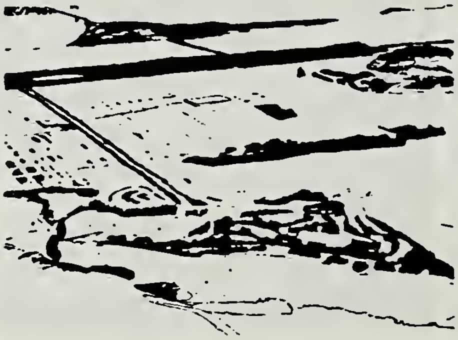
5

Street spaces impart a unifying rhythm to the pattern and image of the city.

6

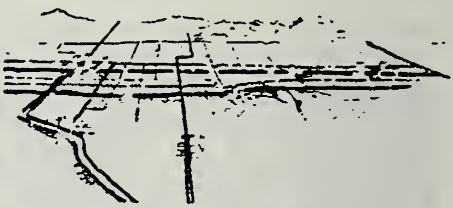
Landscaped pathways can visually and functionally link larger open spaces to neighborhoods.

COMMENT: The roadside planting of Park Presidio and Sunset Boulevard, and the landscape connections between Mount Sutro, Twin Peaks, Laguna Honda and Glen Canyon are examples of a system that links parks and other open spaces to one another. Such linkages, creating strong defining features, can be extended to other parts of the city.

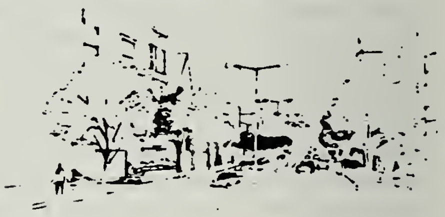


7

The pattern of major streets can be made more visible and apparent to users of the street system if the landscaping and lighting of major streets is different from that of local streets.

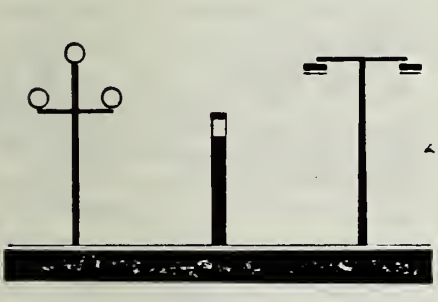


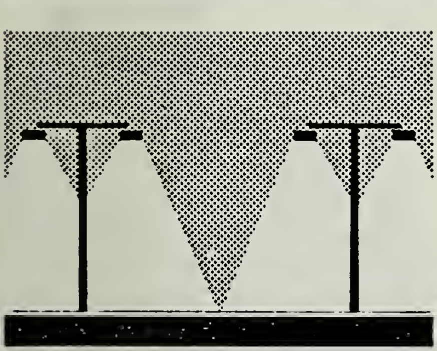
A: The consistent use of one type of tree, planted in regular intervals, can impart a sense of order and continuity appropriate to major through streets.



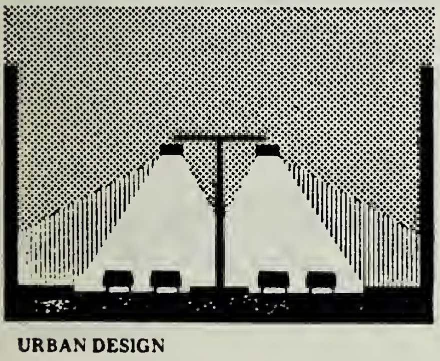
B: Informal, diverse patterns of planting and varieties of plant materials can act as an appropriate indication of local residential streets.

C: The difference between through and local streets can be made clearer by varying the apparent brightness, spread and color of light, as well as the height, spacing, and scale of street fixtures.

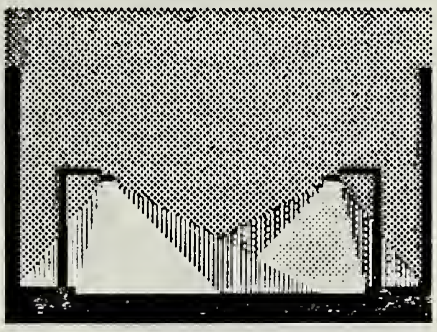




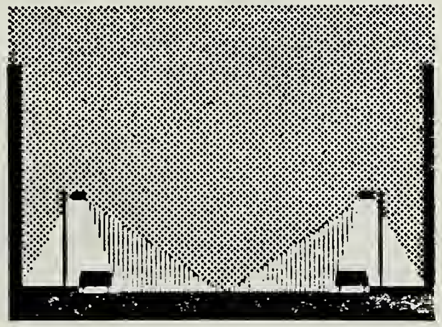
MAJOR THROUGH STREETS: Intense light, sidewalk and walls well-illuminated, blue-white light, paired spacing of high light standards.



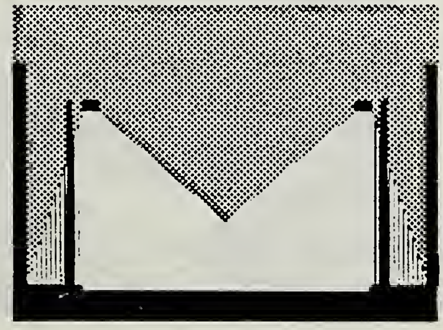
COLLECTOR STREETS: Well-lighted streets and sidewalks, color-corrected (white) light, alternate spacing of intermediate height light standards.



LOCAL STREETS: Low glare, warm color light, alternate spacing of low height light standards.



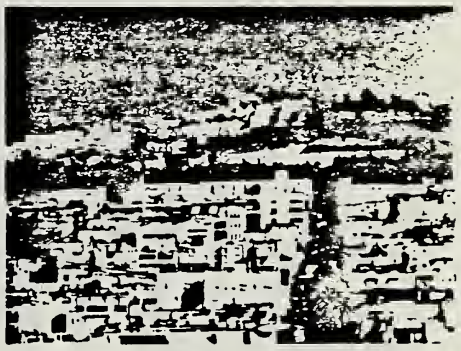
IMPORTANT INTERSECTIONS: More intense light focussed upon intersections and crosswalks.



8

Large-scale or extensive planting on major roadways that define areas of the city can enhance the importance of the roadways as both thoroughfares and visual boundaries.

COMMENT: The extensive landscaping along the James Lick Freeway at Potrero Hill is one example. Other "boundaries" such as Nineteenth Avenue, Ocean Avenue and Monterey Boulevard could be made clearer by such planting.



9

Special lighting fixtures and quality of light can enhance the identity of districts, distinctive areas, and important shopping streets.

10

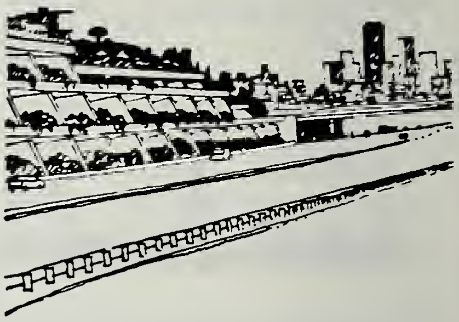
Views from roadways that reveal major destinations or that provide overlooks of important routes and areas of the city assist the traveler in orientation.

COMMENT: Traveling north along San Jose Avenue, the driver's position and direction are confirmed by the view of downtown across the Mission district.

11

Arterial routes can be clarified by screening unattractive or distracting elements with landscaping when such elements cannot be removed.

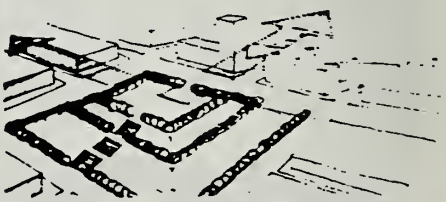
Natural foliage can soften and modify the effect of extensive retaining walls, large bleak surfaces or unattractive views. The terraced retaining wall along the east side of Potrero Hill is an example of such landscaping.



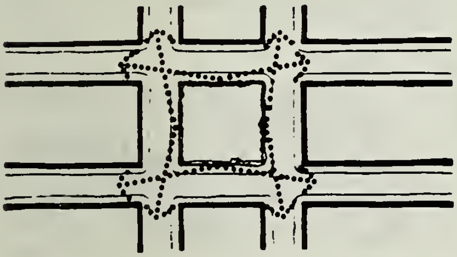
12

Open spaces with direct views down streets have a greater sense of spaciousness and can be seen more easily from a distance.

A: Hilltop open space larger than a block provides views down abutting streets.



B: Hilltop open space occupying a single block and surrounded by buildings provides views only from its edges, obliquely down streets.



C: Smaller open space on a hill occupying the street right-of-way provides direct views down the street.

13

Hilltop roads and open spaces provide panoramic views if adjacent buildings are far enough below the viewpoint.

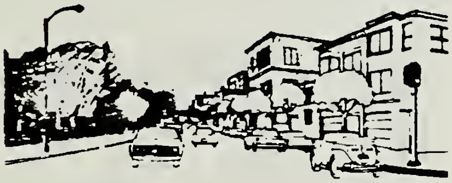
14

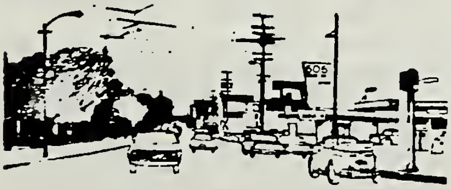
Highly visible open space presents a refreshing contrast to extensive urban development.

15

Strong and organized development adjacent to parks creates an effective contrast and makes the street space between the two a pleasing space to be in.

Weak and disorganized development adjacent to parks neither complements nor effectively contrasts with the park edge.





16

Certain streets, because of unusual width or direction, are important form elements in themselves, giving identity to districts and order to the city structure.

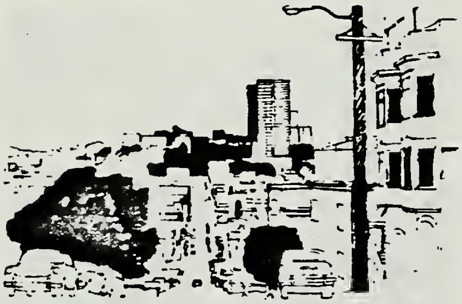
COMMENT: Columbus Avenue and Market Street are examples of such streets. Any major interruptions of these streets would reduce their value as form elements.

17

Wide streets with low and/or scattered buildings are poorly defined and do not contribute to an orderly city pattern and image.

18

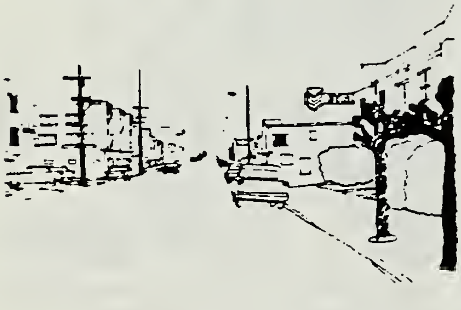
Green space closing a street provides an accent on an upper slope or top of a hill.

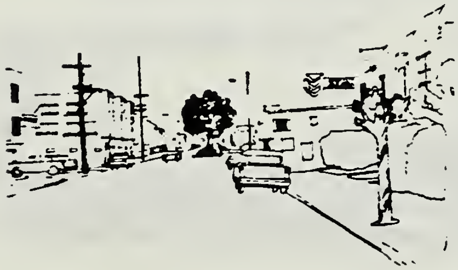


19

Uninterrupted grid streets in flat areas often result in monotonous vistas.

Closure formed by planting contains the street space, creating a more comfortable environment.





20

The width of intersecting streets, the information displayed on street signs, and the type and location of traffic control elements can indicate the function and relative importance of streets.

COMMENT: These diagrams illustrate how the relative importance of streets can be expressed at intersections. For some intersection conditions different arrangements of curb alignment, control devices or information may be required.

LEGEND

TRAFFIC CONTROL DEVICES

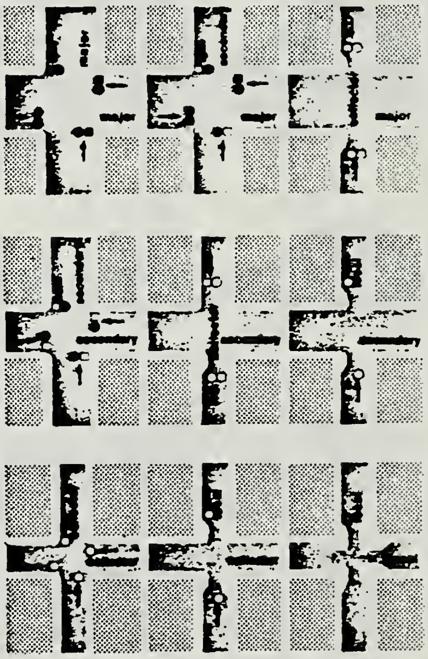
● Lights
○ Signs

ROUTE, DESTINATION AND OTHER STREET INFORMATION

■ Important signs:
Larger than used on other streets
□ Optional signs:
Smaller than used on major streets

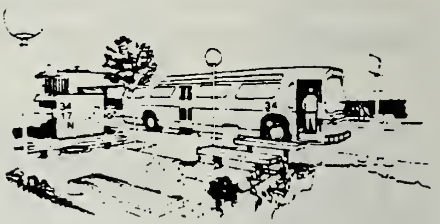
DIRECTION OF TRAFFIC SERVED

→

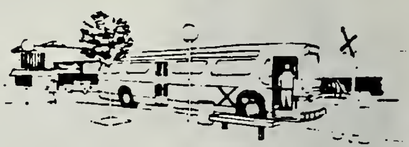


21

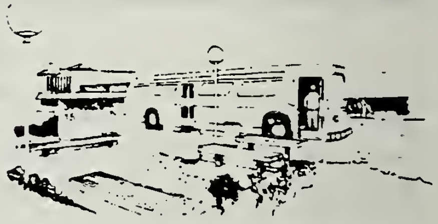
Transit routes, stops and transfer points can be more easily understood and remembered if they are distinctively identified by signs, landscaping and illumination.



A: Attractive, easily seen symbols at bus stops that indicate the type of service and the route can facilitate use of the transit system.



B: The importance of transfer points can be expressed by the amount and type of landscaping, provision of shelters for waiting passengers, and nighttime lighting.



Policies for City Pattern

Image and Character

Policy 1

Recognize and protect major views in the city, with particular attention to those of open space and water.

Views contribute immeasurably to the quality of the city and to the lives of its residents. Protection should be given to major views whenever it is feasible, with special attention to the characteristic views of open space and water that reflect the natural setting of the city and give a colorful and refreshing contrast to man's development.

Overlooks and other viewpoints for appreciation of the city and its environs should be protected and supplemented, by limitation of buildings and other obstructions where necessary and by establishment of new viewpoints at key locations.

Visibility of open spaces, especially those on hilltops, should be maintained and improved, in order to enhance the overall form of the city, contribute to the distinctiveness of districts and permit easy identification of recreational resources. The landscaping at such locations also provides a pleasant focus for views along streets.

Policy 2

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

Streets are a stable and unifying component of the city pattern. Changes in the street system that would significantly alter this pattern should be made only after due consideration for their effects upon the environment. Such changes should not counteract the established rhythm of the streets with respect to topography, or break the grid system without compensating advantages.

The width of streets should be considered in determining the type and size of building development, so as to provide enclosing street facades and complement the nature of the street. Streets and development bordering open spaces are especially important with respect to the strength and order in their design. Where setbacks establish facade lines that form an important component of a street's visual character, new and remodeled buildings should maintain the existing facade lines.

Streets cutting across the normal grid pattern produce unusual and often beneficial design relationships that should not be weakened or interrupted in building development. Special consideration should be given to the quality of buildings and other features closing major vistas at the ends of these and other streets.

Policy 3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Buildings, which collectively contribute to the characteristic pattern of the city, are the greatest variable because they are most easily altered by man. Therefore, the relationships of building forms to one another and to other elements of the city pattern should be moderated so that the effects will be complementary and harmonious.

The general pattern of buildings should emphasize the topographic form of the city and the importance of centers of activity. It should also help to define street areas and other public open spaces. Individual buildings and other structures should stand out prominently in the city pattern only in exceptional circumstances, where they signify the presence of important community facilities and occupy visual focal points that benefit from buildings and structures of such design.

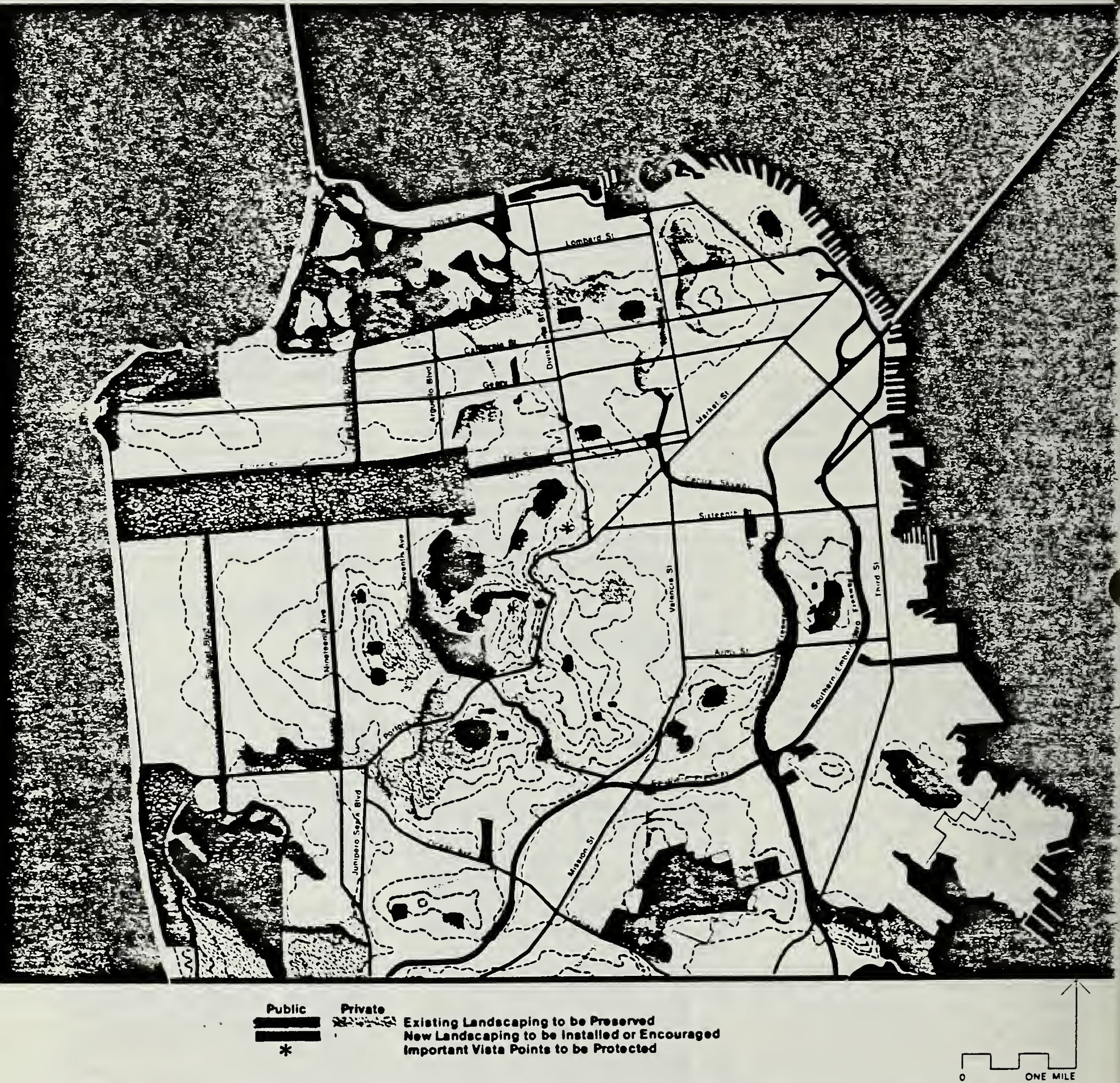
The form of buildings is covered in greater detail in this Plan under the section on Major New Development.

Policy 4

Protect and promote large-scale landscaping and open space that define districts and topography.

Open spaces provide a unifying and often continuous framework across the city. These open spaces are most prominent when they occur on hills and ridges and when they contain large trees and other large-scale masses of landscaping. Future landscaping efforts, both public and private, should be directed toward preservation of existing trees and other planting that contribute to this framework, and toward addition of large-scale landscaping that will add to and fill out the framework.

Where open spaces of any kind can be made more prominent by addition of new or large-scale landscaping, such additions should be made in order to enhance the city pattern and make the open spaces more visible in nearby neighborhoods. New building development should respect existing landscaping and avoid displacing or obscuring it. In the event that such landscaping must be displaced or obscured, a strong effort should be made to replace it with new landscaping of equal or greater prominence.


Lombard St
California St
Geary
Arguello Blvd
Divisadero St
Market St
Sixteenth St
Seventh Ave
Nineteenth Ave
Valencia St
Third St
Army St
Southern Embarcadero Freeway
Portola
Junipero Serra Blvd
Mission St
Public
Private
Existing Landscaping to be Preserved
New Landscaping to be Installed or Encouraged
Important Vista Points to be Protected
0
ONE MILE

PLAN TO STRENGTHEN CITY PATTERN THROUGH VISUALLY PROMINENT LANDSCAPING

Organization and Sense of Purpose

Policy 5

Emphasize the special nature of each district through distinctive landscaping and other features.

The design of improvements for street areas, and to some extent for private properties as well, should capitalize on opportunities to emphasize the distinctive nature of districts and neighborhoods.

Street landscaping, in particular, can be selected and designed according to a special theme for each area, providing a sense of place in addition to its other amenities. Planting for public open spaces and on private properties can be carried out in the same way, taking account of established themes and the differences in climate among districts. Distinctiveness can also be imparted by preservation and highlighting of architectural features common to the area, and use of special materials and colors in buildings.

Policy 6

Make centers of activity more prominent through design of street features and by other means.

Shopping streets and other centers for activity and congregation of people should stand out in an attractive manner in their districts. Some such centers, in appropriate cases, will have buildings larger than those in the surrounding area, while others will be set off only by their distinctive design treatment.

Street landscaping of a type and size appropriate to the area should be used, as well as lighting that identifies the area through special fixtures and quality of light. Sidewalk treatment should be coordinated, with distinctive paving, benches and other elements suitable to the needs and desires of merchants, shoppers and other people using the area. Building facades and the total composition of the activity center should be designed to make clear the geographical extent of the center and its relationship to the district.

Policy 7

Recognize the natural boundaries of districts, and promote connections between districts.

Visually prominent features such as hills, roadways and large groves of trees often identify the edges of districts and neighborhoods. Although these features should not be regarded as barriers to movement from one area to another, they do have the advantage of creating an awareness of districts and neighborhoods within the total city pattern.

The positive effects of natural district boundaries should be emphasized in decisions affecting visually prominent features such as new roadways and large-scale landscaping. At the same time these same types of features can be useful links between districts, and between parks and other public and semi-public facilities. Connections between districts and facilities should be improved, with special attention to the possibilities for landscaped pathways that will provide an alternative to the street system in movement about the city.

Orientation for Travel

Policy 8

Increase the visibility of major destination areas and other points for orientation.

In travel about the city, the ability to see one's destination and other points of orientation is an important product of the city pattern. Such an ability should be fostered in public and private development.

The design of streets, the determination of street use and the control of land uses and building types along streets should all be carried out with the visibility of such orienting features taken into account. Views from streets and other public areas should be preserved, created and improved where they include the water, open spaces, large buildings and other major features of the city pattern. Entranceways to the city and to districts are of special concern in this respect, as are lateral and downhill views that show a panorama or corridor with prominent features.

Policy 9

Increase the clarity of routes for travelers.

Many types of improvements can be made in street areas and in their surroundings to provide greater clarity and increase the ease of travel. Once such improvements have been made, adequate maintenance of them is of equal importance.

Among the least difficult actions would be development of a better system of identifying and directional signs, through improvement of verbal messages, symbols, graphic design and sign placement.

Although trafficway signs should be improved, the purpose and direction of traffic channels should also be made as clear as possible through design of the channels themselves. The roadway should be consistent in width and materials, with channels separated by islands and dividers where possible and changes of direction made distinct. At intersections, the differences in importance and function of the intersecting streets should be made visually clear by differences in roadway width, landscaping and lighting. The number of streets intersecting at one point should be minimized, and signs and traffic control devices should be adequate to indicate the movements permitted in all traffic lanes.

The roadway environment should be simplified and made attractive through screening of distracting and unsightly elements by landscaping, walls and buildings. The clutter of wires, signs and disordered development should be reduced. Conflict between unnecessary private signs and street directional signs should be avoided.

Clarity of routes is of similar importance for transit riders. Legible and frequent trafficway signs and an ordered roadway environment will assist these riders. Other improvements should be made in the vicinity of transit stops: these include wider sidewalks, landscaping, lighting and waiting shelters to help identify the stops, and better signs at stops and on vehicles to explain routes, types and frequency of service, and transfer points.

Policy 10

Indicate the purposes of streets by means of a citywide plan for street landscaping.

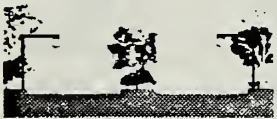
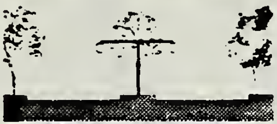
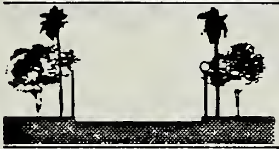
Orientation for travel is most effectively provided where there is a citywide system of streets with established purposes: major through streets that carry traffic for considerable distances between districts, local streets that serve only the adjacent properties, and other streets with other types of assigned functions. Once the purposes of streets have been established, the design of street features should help to express those purposes and make the whole system understandable to the traveler.

One type of feature that can be readily adjusted to the street system is landscaping. Accordingly, a plan should be put into effect for street landscaping that indicates the relative importance of streets by the degree of formality of tree planting and the species and size of the trees. In addition to differences in traffic-carrying functions, the plan recognizes the width and visual importance of certain streets, the special nature of various activity areas, and the need for screening or buffering of residential uses along streets carrying heavy traffic. Special consideration is also required for major intersections, and for important views that should not be blocked by landscaping.

Policy 11

Indicate the purposes of streets by means of a citywide plan for street lighting.

The same considerations that apply to street landscaping under Policy 10 apply to street lighting as well. A plan similar to that for landscaping should therefore be carried out with respect to lighting, with the design and placement of lighting fixtures and the type of illumination determined by street type and other relevant factors.

STREET CROSS SECTION	LANDSCAPING	LIGHTING
	▮ **Buffer Planting** • Screening effect where appropriate and possible • Trees and shrubs with close spacing • Variation in species and size • Include center median where street width allows • Maximize and enhance scenic opportunities	**Highest Intensity** • COLOR OF LIGHT white • LIGHT SOURCE visible • LIGHT STANDARDS high, alternate spacing
	○○○ **Formal Design** • Minimum variation in species • Large size trees • Even, close spacing • Include center median where appropriate	**High Intensity** • COLOR OF LIGHT white • LIGHT SOURCE highly visible • LIGHT STANDARDS high, paired spacing, or in median
	⋮ **Less Formal Design** • Some variation in species • Medium to large size trees • Even spacing	**Medium Intensity** • COLOR OF LIGHT white, color-corrected • LIGHT SOURCE visible • LIGHT STANDARDS medium high, alternate spacing
	**Informal Design** • Variation in species, size and spacing • Theme trees for districts	**Medium Intensity** • COLOR OF LIGHT warm • LIGHT SOURCE least visible or concealed • LIGHT STANDARDS low, alternate spacing, pedestrian oriented

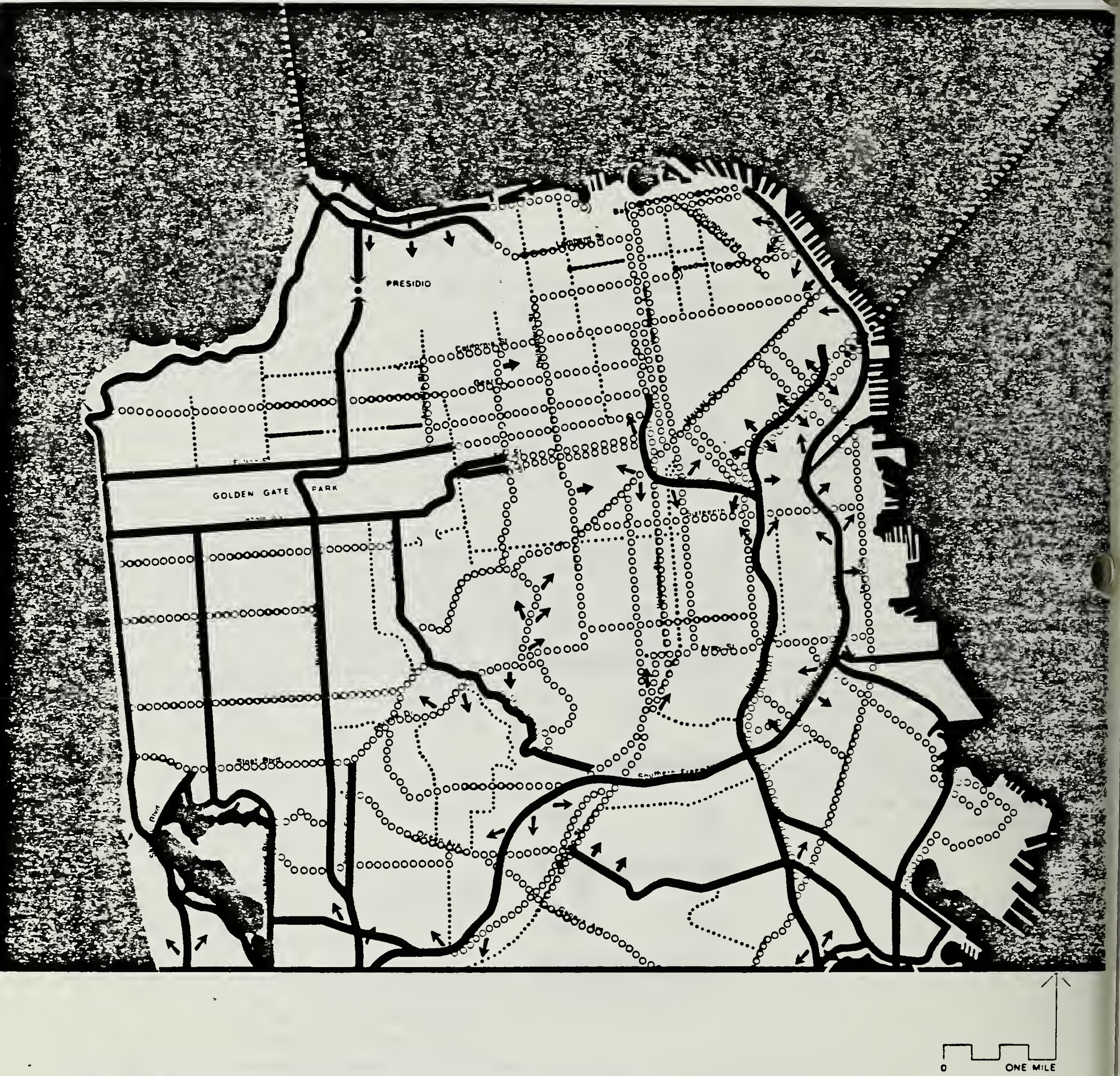
Note Street cross sections are diagrammatic and indicate only the desired characteristics.

SPECIAL CONSIDERATIONS

●●●●● BRIDGE APPROACH LIGHTING distinctive color

ACTIVITY AREA LIGHTING high intensity, warm tone

⬅ IMPORTANT VIEWS should not be blocked by landscaping


PRESIDIO
California St
Geary
GOLDEN GATE PARK
Sloat Blvd
0
ONE MILE

PLAN FOR STREET LANDSCAPING AND LIGHTING

CONSERVATION

Human Needs

In the intensely urban environment of San Francisco, there are things that have not changed. These features provide people with a feeling of continuity over time, and with a sense of relief from the crowding and stress of city life and modern times. As the city grows, the keeping of that which is old and irreplaceable may be as much a measure of human achievement as the building of the new. Certainly, the old should not be replaced unless what is new is better.

Natural areas are one such irreplaceable resource. Few examples remain of the original sand dunes, hills, cliffs and beaches that once characterized the peninsula, and fewer still are the examples of natural ecology. Reduction of such areas by development has continued until recent time, and the city can be seen to have reached an irreduceable minimum if it is to keep a sense of unspoiled nature for future generations.

The natural areas answer human needs for rest, quiet, escape from the city's pace and freedom from confinement. They provide places to view the city from afar, but just as often they can turn the viewer's attention to the secluded interior of the area or to the expanses of the Ocean or the Bay.

The Bay is itself a resource of nature, although it has been encroached upon by filling and by barriers that prevent access to much of its present shoreline. Hardly any of the original shoreline remains, but the water of the Bay is still a natural area that can be seen and used by the city's residents as an important part of their lives.

The parks and other open spaces developed by man are also resources that change little over time. These areas often approach a natural state, and even as pure open space they would have value for recreation and relief from city congestion. Creation of substantial new open space is both financially and physically difficult, and therefore existing open space has even greater public value as time goes on.

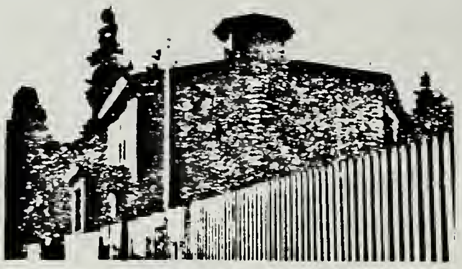
Cliffs near Lands End

Corona Heights

Older buildings, too, lend a sense of permanence and pleasant contrast. They are links with past history, and with earlier styles of development and of living. Buildings that endure maintain a continuous culture and may set standards of excellence with which contemporary development can be compared. In some cases certain buildings may be identified with specific people or events or with great architects. Such buildings are resources for education, recreation and other human enjoyment.

Historic buildings, and in fact nearly all older buildings regardless of their historic affiliations, provide a richness of character, texture and human scale that is unlikely to be repeated often in new development. They help characterize many neighborhoods of the city, and establish landmarks and focal points that contribute to the city pattern.

The work of San Francisco's Landmarks Preservation Advisory Board has been notable as a dedicated effort to gain recognition for the city's heritage of older buildings. A number of landmarks have been designated, but many others are threatened and even those designated will not be permanently retained without the cooperation of their owners. Of equal importance to the designation of individual buildings is the recognition and protection of whole block frontages and areas that exemplify early architectural styles and a high quality of design character. The retention of many of the traditions of San Francisco is dependent upon an expansion of preservation efforts in the future.



Colonial Dames Octagon House

Hotaling Building

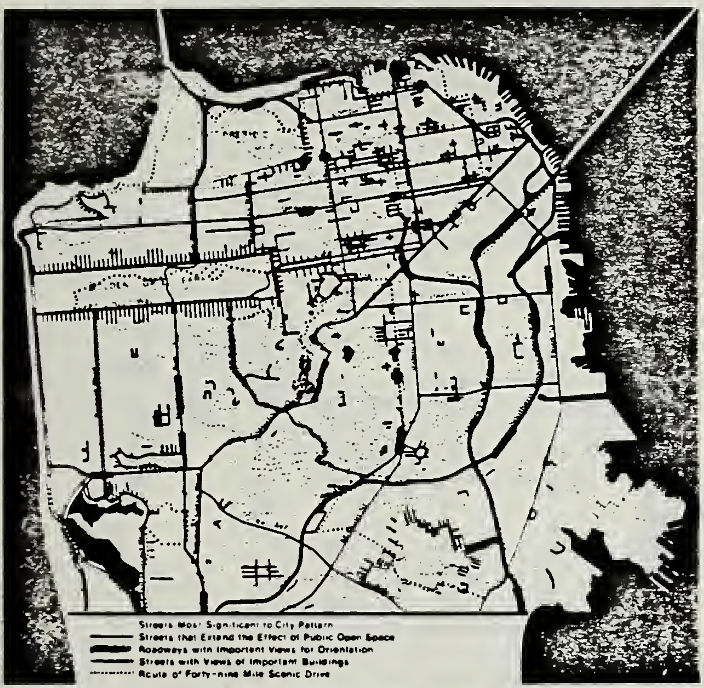
Mission Dolores

There are other developed areas which, though they may not contain individual buildings that are historic or otherwise outstanding, have a special character worthy of preservation. These areas have an unusually fortunate relationship of building scale, landscaping, topography and other attributes that makes them indispensable to San Francisco's image. Threats to the character of these areas are sure to be met with intense concern by their own residents and by the public at large.

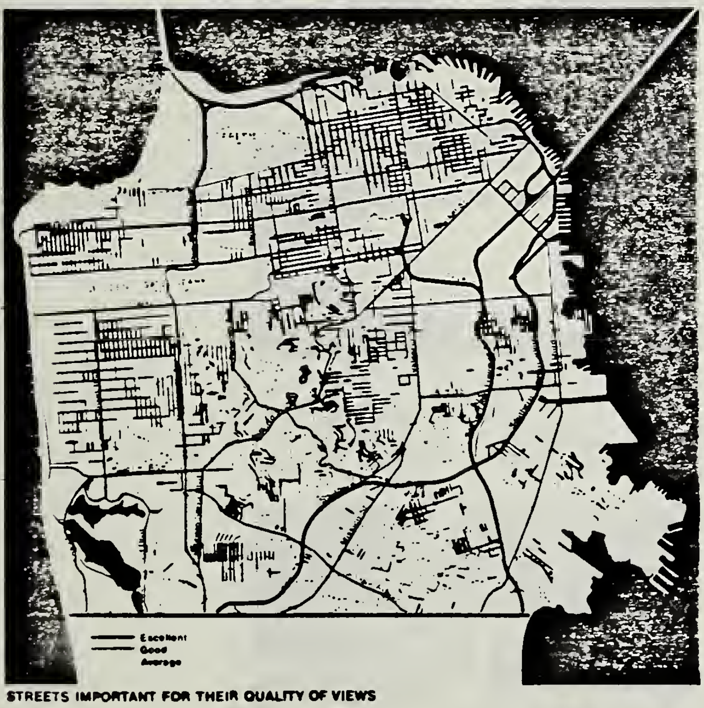
Koshland House - Potential Landmark

Houses on Buena Vista Ave. East

Houses on Castro Street


Streets Most Significant to City Pattern
Streets that Extend the Effect of Public Open Space
Roadways with Important Views for Orientation
Streets with Views of Important Buildings
Route of Forty-nine Mile Scenic Drive

STREET AREAS IMPORTANT TO PERCEPTION OF THE CITY


Excellent
Good
Average

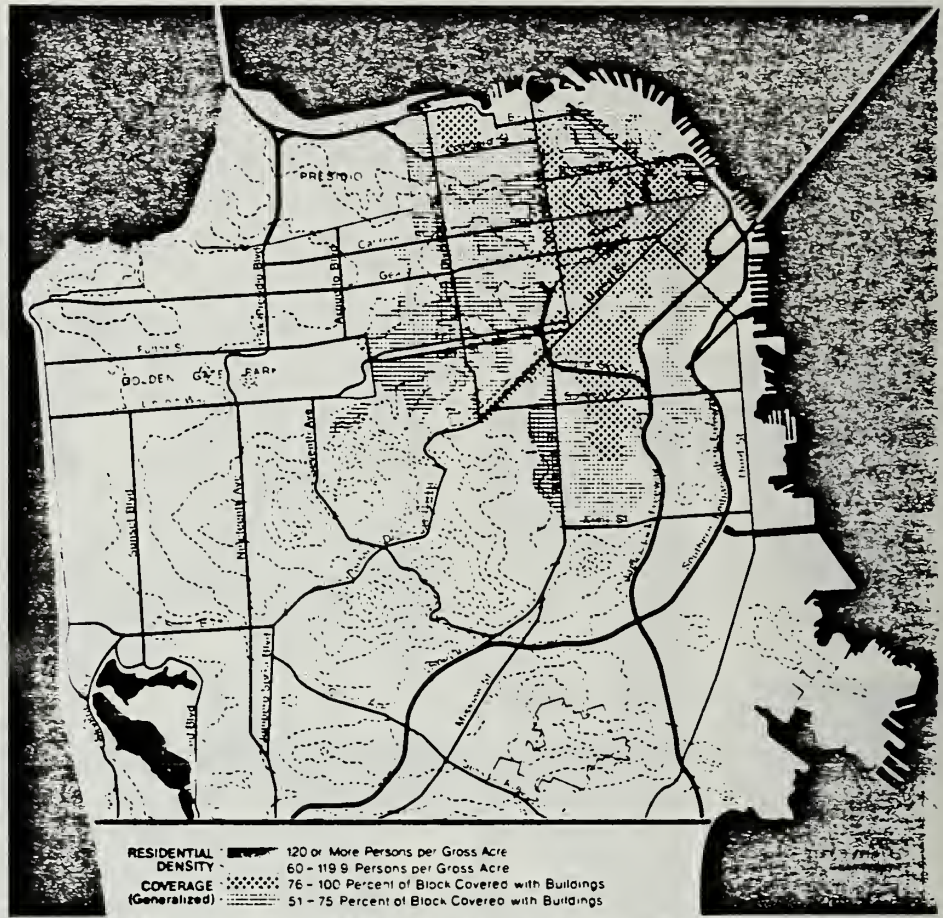
STREETS IMPORTANT FOR THEIR QUALITY OF VIEWS

The city's streets are a further resource to be conserved. Their value is not merely in the carrying of traffic. Streets are important in perception of the city pattern, since they make visible the city's outstanding features and its points of orientation. Streets also help regulate the organization and scale of building development, spacing out buildings and giving continuity to their facades.

Good views are another product of the street system. A majority of the city's streets may be said to have pleasing views of the Bay, the Ocean, distant hills or other parts of the city. Where good views are not available, streets can still function as open space for use by neighborhood residents and for landscaping to bring some sense of nature to the area.

Where the intensity of development is high, streets may even be necessary to maintain decent levels of light and air for residents and for pedestrians. In these areas, streets are the "breathing space" that permits buildings to reach high density on private properties. In other functions, streets also carry a complex of utility lines and provide access for truck deliveries and police and fire protection.

With this great variety of public values in the street system, it is necessary that clear policies be established to determine when streets must be retained in their present state, and when, under exceptional circumstances, street areas may be released for other uses consistent with the public interest.


PRESIDIO
GOLDEN GATE PARK
RESIDENTIAL DENSITY
120 or More Persons per Gross Acre
60 - 119.9 Persons per Gross Acre
COVERAGE (Generalized)
76 - 100 Percent of Block Covered with Buildings
51 - 75 Percent of Block Covered with Buildings

WHERE STREETS ARE MOST IMPORTANT AS SOURCES OF LIGHT, AIR AND OPEN SPACE

Objective 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

If San Francisco is to retain its charm and human proportion, certain irreplaceable resources must not be lost or diminished. Natural areas must be kept undeveloped for the enjoyment of future generations. Past development, as represented both by distinctive buildings and by areas of established character, must be preserved. Street space must be retained as valuable public open space in the tight-knit fabric of the city.

Fundamental Principles for Conservation

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships for conservation.

1

Natural areas and features such as sand dunes, cliffs, hills and beaches — particularly where a relatively undisturbed natural ecology exists — are irreplaceable and of special public value and benefit within an intensely developed city.

A: The function and beauty of natural areas are significantly diminished by the intrusion of trafficways, parking lots and buildings. These facilities detract less when located in areas that have already been built upon or otherwise developed.

B: Development for human activity within these areas, such as pathways and service buildings, must be carefully located and designed if it is not to damage the natural landscape.

C: The value of natural areas can be diminished by views of buildings, parking lots and trafficways in adjacent areas.

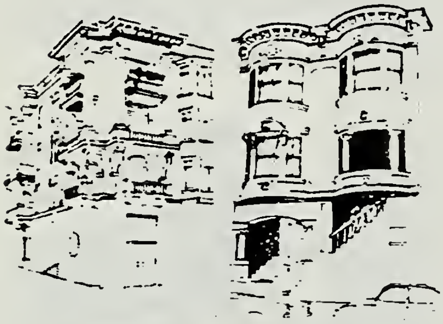
2

New development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character and the effect on surroundings.

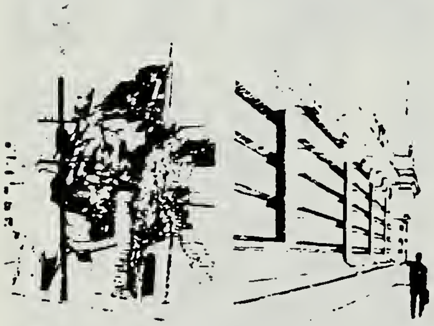
3

External details in building facades, entries, stairways, retaining walls and other features provide visual interest and enrichment and are consistent with the historic scale and texture of San Francisco.

A: Richly detailed facades enhance the character of the street by giving it greater visual variety. Such detail often reduces building facades and textures to a more human scale and makes the street a more pleasant place to be.



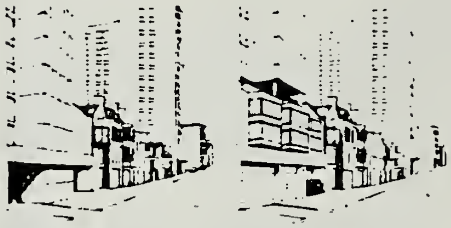
B: Even blank walls may possess visual interest if they are textured and scaled.



4

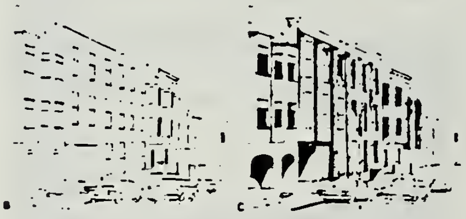
To conserve important design character in historic or distinctive older areas, some uniformity of detail, scale, proportion, texture, materials, color and building form is necessary.

A: Large buildings impair the character of older, small-scale areas if no transition is made between small-scale and large-scale elements.

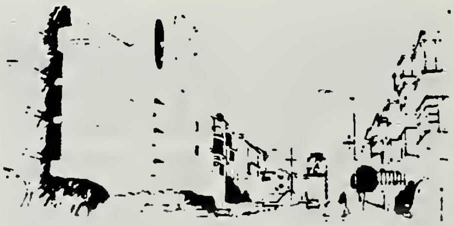


B: New blank facades introduced into areas of older, more detailed buildings detract from neighborhood character.

C: New buildings using textured materials with human-scaled proportions are less intrusive in older areas characterized by fine details and scale.



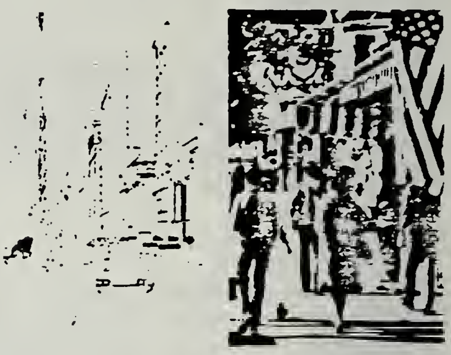
D: Visually strong buildings which contrast severely with their surroundings impair the character of the area.



5

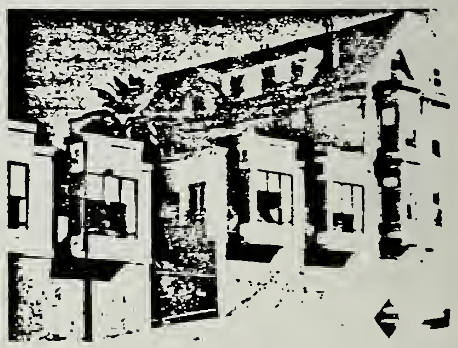
Preservation of San Francisco's strong and continuous downtown street facades will ensure maintenance of that area's distinctive character and spatial quality.

A consistent commercial facade on neighborhood shopping streets will give definition to these areas and promote activity.



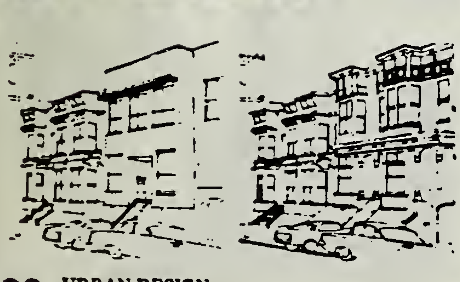
6

New construction can have a positive effect on the area around it if it reflects the character of adjacent older buildings of architectural merit.



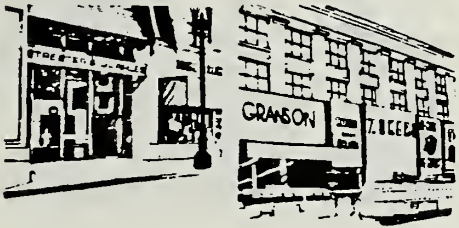
7

Renovation and restoration of older, well-designed buildings can preserve the character and interest of the streetscape if the original building design is respected in use of materials and details.



On commercial buildings, signs that fit within the architectural order of the facade do not obscure or damage the building's integrity.

COMMENT: Renovation of the old White House building includes signs that fit the building's facade. The architectural order of the Lincoln Building is almost totally obscured by signs.



B: Relatively homogeneous groupings of buildings of architectural and historic merit, such as in Jackson Square, are especially rare and irreplaceable.

8

Historic buildings represent crucial links with past events and architectural styles and, when preserved, afford educational, recreational, cultural and other benefits.

A: Historic buildings often serve as landmarks and focal points for interest or orientation and add to a neighborhood's visual image.

9

Historic buildings and grounds often provide necessary visual open space or passive recreation areas. Open space in the city can be supplemented by enhancing the semi-recreational functions of historic areas.

Historic buildings and grounds open to the public can function as a recreational resource.

10

Preservation of some older, low and small-scaled buildings and grounds amidst larger building towers will help conserve unique cityscape character, maintain a sense of openness and green space, and produce a more livable environment.

11

Building of parking garages under parks can seriously lessen their natural qualities when the access ramps, air vent and elevator structures and other changes in the park's surface intrude upon the landscape.

12

Street space provides an important form of public open space, especially in areas of high density that are deficient in other amenities.

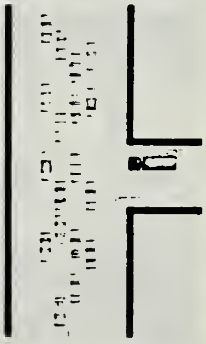
COMMENT: Alleys and streets in Chinatown and in the Mission district often serve as recreation places. Building in the street would remove this important resource.

13

Street space provides light, air, space for utilities and access to property.

COMMENT (a): Building development in or over street spaces can reduce light and air.

COMMENT (b): Alleys and small street spaces are often one of the few means for trucks and other service vehicles to stop out of the main stream of traffic. Vacation of them could add to the congestion of other city streets.



14

Street space serves as a means to control and regulate the scale and organization of future development by: a. protecting against the accumulation of overly large parcels of property under single ownership on which massive buildings could be constructed; and b. indirectly controlling the visual scale and density of development, as well as maintaining continuity of facades.

COMMENT: Once vacated, a street space could be built upon to allowable densities. In some critical areas of the city, the addition of dwelling units or floor space on vacated street areas might be acutely felt.

15

Traditional street patterns and spaces can often be essential to maintaining an appropriate setting for historical and architectural landmarks or areas.

COMMENT: Development in the street space abutting historic buildings would destroy the setting.

16

Views from streets can provide a means for orientation and help the observer to perceive the city and its districts more clearly.

17

Blocking, constriction or other impairment of pleasing street views of the Bay or Ocean, distant hills, or other parts of the city can destroy an important characteristic of the unique setting and quality of the city.

Policies for Conservation

Natural Areas

Policy 1

Preserve in their natural state the few remaining areas that have not been developed by man.

Natural areas in the city that remain in their original state are irreplaceable and must not be further diminished. Significant development should not take place in these areas, and facilities necessary to aid in human enjoyment of them should not disturb their visual feeling or natural ecology. Accordingly, parking lots and service buildings should be confined to areas that are already developed, and access pathways should be designed to have a minimum effect upon the natural environment. Where possible, the interior of these natural areas should be out of sight of the developed city.

Lands in public ownership, primarily those of the City and Federal governments, constitute the bulk of these natural areas. Coordinated programs for conservation of both land features and ecology should be carried out, with high priority given to such management functions. Where natural areas are in private ownership, either special incentives or public acquisition should be used to assure a similar degree of preservation.

Policy 2

Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of the open space.

The recreation and open space values of parks and other open and landscaped areas developed by man ought not to be reduced by unrelated or unnecessary construction. These resources are not expected to be increased substantially in future time, whereas the public need for them will surely grow.

Facilities placed in these areas should be of a public nature and should add to rather than decrease their recreation and open space values. Facilities that can be accommodated outside of established parks and open spaces should be placed at other appropriate locations. Where new facilities are necessary in these parks and open spaces, they should be sited in areas that are already partially developed in preference to areas with a greater sense of nature.

Through traffic, parking lots and major buildings should be kept out of established parks and open spaces where they would be detrimental to recreation and open space values. Parking garages and other facilities should not be placed beneath the surface in these areas unless the surface will retain its original contours and natural appearance. Realignment of existing trafficways in these areas should avoid destruction of natural features and should respect the natural topography with a minimum of cutting and filling. The net effect of any changes in parks and open spaces should be to enhance their visual qualities and beneficial public use.

Policy 3

Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

The filling of San Francisco Bay over more than a century has already reduced the size of the Bay and the quality and extent of its natural shoreline below acceptable limits. Further filling and replacement of filled areas should be severely limited to cases in which there are strong public purposes to be served and clear opportunities for increased public use and enjoyment of the Bay and its shoreline. These basic policies have been established on a regional basis by the San Francisco Bay Plan.

Development on the Bay shoreline should be related both to the water of the Bay and to the uses and activities that occur inland. Specific plans for sectors of the shoreline adopted by the City should govern the urban design aspects of detailed development, and should emphasize access to the Bay by the city's residents.

Access to the Bay should be considered as a total system in which a maximum of communication with the water is made possible consistent with other shoreline uses. Access includes physical contact with the water and the shore at recreation areas, and it also includes visual contact through views of the water and of water-related activities. The system of access requires careful review of development and land use at the water's edge, and similar review of projects further inland that will affect physical and visual contact with the water.

Richness of Past Development

Policy 4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design or characteristics exemplifying the best in past styles of development should be permanently preserved. The efforts of the Landmarks Preservation Advisory Board should be supported and strengthened, and a continuing search should be made for new means to make landmarks preservation practical both physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed, with attention both to individual buildings and to areas or districts. Efforts for preservation of the character of these landmarks should extend to their surroundings as well. Preservation measures should not, however, be entirely bound by hard-and-fast rules and labels, since to some degree all older structures of merit are worthy of preservation and public attention. Therefore, various kinds and degrees of recognition are required, and the success of the preservation program will depend upon the broad interest and involvement of property owners, improvement associations and the public at large.

Policy 5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Although the Landmarks Preservation Advisory Board and other agencies have certain powers relative to the exterior remodeling of designated landmarks, the problem of detrimental remodelings is far broader. The character and style of older buildings of all types and degrees of merit can be needlessly hidden and diminished by misguided improvements. Architectural advice, and where necessary and feasible the assistance of public programs, should be sought in order to assure that the richness of the original design and its materials and details will be restored.

Care in remodelings should be exercised in both residential and commercial areas. Along commercial streets, the signs placed on building facades must be in keeping with the style and scale of the buildings and street, and must not interfere with architectural lines and details. Compatible signs require the skills of architects and graphics designers. In commercial areas as well as residential neighborhoods, the interest and participation of property owners and occupants should be enlisted in these efforts to retain and improve design quality.

Policy 6

Respect the character of older development nearby in the design of new buildings.

Similar care should be exercised in the design of new buildings to be constructed near historic landmarks and in older areas of established character. The new and old can stand next to one another with pleasing effects, but only if there is a similarity or successful transition in scale, building form and proportion. The detail, texture, color and materials of the old should be repeated or complemented by the new.

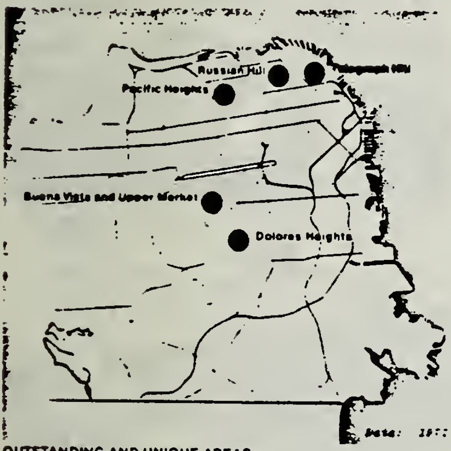
Often, as in the downtown area and many district centers, existing buildings provide strong facades that give continuous enclosure to the street space or to public plazas. This established character should also be respected. In some cases, formal height limits and other building controls may be required to assure that prevailing heights or building lines or the dominance of certain buildings and features will not be broken by new construction.

Policy 7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

All areas of San Francisco contribute in some degree to the visual form and image of the city. All require recognition and protection of their significant positive assets. Some areas may be more fortunately endowed than others, however, with unique characteristics for which the city is famous in the world at large. Where areas are so outstanding, they ought to be specially recognized in urban design planning and protected, if the need arises, from inconsistent new development that might upset their unique character.

These areas do not have buildings of uniform age and distinction, or individual features that can be readily singled out for preservation. It is the combination and eloquent interplay of buildings, landscaping, topography and other attributes that makes them outstanding. For that reason, special review of building proposals may be required to assure consistency with the basic character and scale of the area. Furthermore, the participation of neighborhood associations in these areas in a cooperative effort to maintain the established character, beyond the scope of public regulation, is essential to the long-term image of the areas and the city.



OUTSTANDING AND UNIQUE AREAS

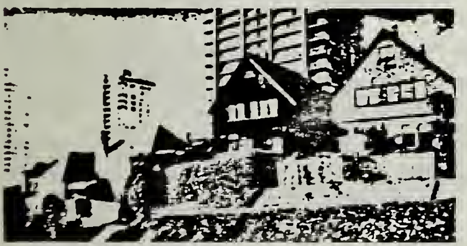
TELEGRAPH HILL

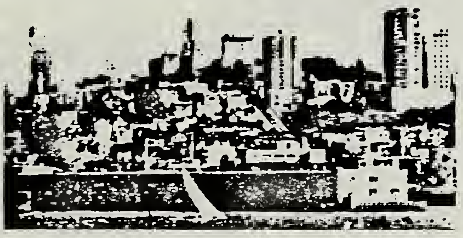
A hilltop park with the highly visible green of trees from which Coit Tower rises above all else.

Low, small-scale buildings having predominantly flat roofs and light pastel colors, hugging the topography in a highly articulated form which contrasts with the power of downtown construction.

Cliffs and complex stairs and walkways on the east side above the waterfront, with buildings perched precariously along the slope and trees interspersed.

Intimate pedestrian scale and texture of streets and housing, with sudden and dramatic views of the Bay and downtown through narrow openings.





RUSSIAN HILL

A harmonious, balanced relationship of low, small-scale older buildings and tall, slender towers. Increasing height of buildings toward the top that emphasizes the hill form and sets Russian Hill apart from other high areas to the south and west.

Varied and well-tended landscaping in parks, yards and streets that provides a rich background for the buildings and a cascading effect on the slopes.

Highly detailed buildings and many retaining walls that articulate the hill and provide warmth of color.

PACIFIC HEIGHTS

A sequence of building heights rising steadily up the north slope to the top of the ridge. Emphasis of this sequence, and of the contrasts of low and high buildings, by the dark colors of trees and houses at the base of lighter apartment towers.

Outstanding Bay views down streets and across the formally landscaped grounds of detached houses.

Spacious and distinguished residences with richness of detail and materials. including works of outstanding architects and excellent examples of the Victorian period.

Well-landscaped and well-proportioned street areas, with building setbacks and fine details in stairways, fences and paving patterns.

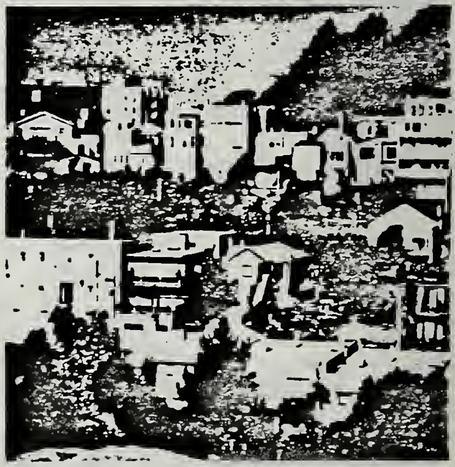
BUENA VISTA AND UPPER MARKET

Exceptional variety produced by differences in street patterns across an uneven chain of hills, and a diverse mixture of building styles and roof types.

A finely scaled building pattern of small wall surfaces and pastel colors, with highly visible planting on steep slopes.

Hilltop parks easily seen from below, with excellent views of the city from a central location.

Houses of varied sizes and individual forms having interesting setbacks, cornices and bay windows, many of notable architectural quality.



DOLORES HEIGHTS

A uniform scale of buildings, mixed with abundant landscaping in yards and steep street areas.

Rows of houses built from nearly identical plans that form complete or partial block frontages, arranged on hillside streets as a stepped-down series of flat or gabled roofs.

Building setbacks with gardens set before Victorian facades and interesting entryways.

Street Space

Policy 8

Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Street areas have a variety of public values in addition to the carrying of traffic. They are important, among other things, in the perception of the city pattern, in regulating the scale and organization of building development, in creating views, in affording neighborhood open space and landscaping, and in providing light and air and access to properties.

Like other public resources, streets are irreplaceable, and they should not be easily given up. Short-term gains in stimulating development, receipt of purchase money and additions to tax revenues will generally compare unfavorably with the long-term loss of public values. The same is true of most possible conversions of street space to other public uses, especially where construction of buildings might be proposed. A strong presumption should be maintained, therefore, against the giving up of street areas, a presumption that can be overcome only by extremely positive and far-reaching justifications.

Policy 9

Review proposals for the giving up of street areas in terms of all the public values that streets afford.

Every proposal for the giving up of public rights in street areas, through vacation, sale or lease of air rights, revocable permit or other means, shall be judged with the following criteria as the minimum basis for review:

a. No release of a street area shall be recommended which would result in:

    (1) Detriment to vehicular or pedestrian circulation;
    (2) Interference with the rights of access to any private property;
    (3) Inhibiting of access for fire protection or any other emergency purpose, or

interference with utility lines or service without adequate reimbursement;
(4) Obstruction or diminishing of a significant view, or elimination of a view point;
(5) Elimination or reduction of open space which might feasibly be used for public landscaping or public recreation;
(6) Elimination of street space adjacent to a public facility, such as a park, where retention of the street might be of advantage to the public facility;
(7) Elimination of street space that has formed the basis for creation of any lot, or construction or occupancy of any building, according to standards that would be violated by discontinuance of the street;
(8) Enlargement of a property that would result in (i) additional dwelling units in a multi-family area; (ii) excessive density for workers in a commercial area; or (iii) a building of excessive height or bulk;
(9) Reduction of street space in areas of high building intensity, without provision of new open space in the same area of equivalent amount and quality and reasonably accessible for public enjoyment;
(10) Removal of significant natural features, or detriment to the scale and character of surrounding development;
(11) Adverse effect upon any element of the Master Plan or upon an area plan or other plan of the Department of City Planning; or
(12) Release of a street area in any situation in which the future development or use of such street area and any property of which it would become a part is unknown.

b. Release of a street area may be considered favorably when it would not violate any of the above criteria and when it would be:
(1) Necessary for a resubdivision, redevelopment project or other project involving assembly of a large site, in which a new and improved street pattern would be substituted for the existing street pattern;
(2) In furtherance of an industrial project where the existing street pattern would not fulfill the requirements of modern industrial operations;
(3) Necessary for a significant public or semi-public use, where the nature of the use and the character of the development proposed present strong justifications for occupying the street area rather than some other site;
(4) For the purpose of permitting a small-scale pedestrian crossing consistent with the principles and policies of The Urban Design Plan; or
(5) In furtherance of the public values and purposes of streets as expressed in The Urban Design Plan and elsewhere in the Master Plan.

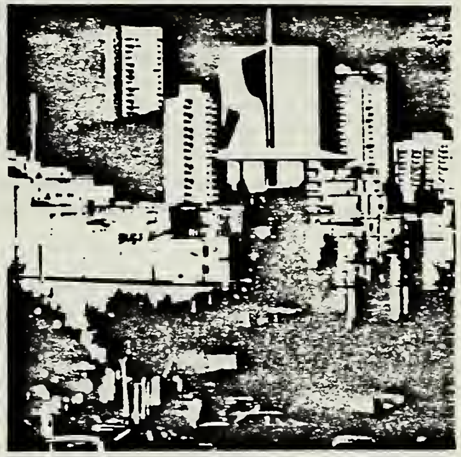
Policy 10

Permit release of street areas, where such release is warranted, only in the least extensive and least permanent manner appropriate to each case.

In order to avoid the unnecessary permanent loss of streets as public assets, methods of release short of total vacation should be considered in cases in which some form of release is warranted. Such lesser methods of release permit later return of the street space to street purposes, and allow imposition of binding conditions as to development and use of the street area.

Mere closing of the street to traffic should be used when it will be an adequate method of release. Temporary use of the street should be authorized when permanent use is not necessary. A revocable permit should be granted in preference to street vacation. And sale or lease of air rights should be authorized where vacation of the City's whole interest is not necessary for the contemplated use. In any of these lesser transactions, street areas should be treated as precious assets which might be required for unanticipated public needs at some future time.

MAJOR NEW DEVELOPMENT



Human Needs

Much of the characteristic pattern of San Francisco has remained the same, and yet change is continuous. New development stands out because it is new and because it is different — sometimes quite different from what the city has known before. The effect upon the pattern of the city and its neighborhoods is often auspicious, but at times it is not. As rebuilding occurs, there may be changes in the city's essential qualities.

The fitting in of new development is, in a broad sense, a matter of scale. It requires a careful assessment of each building site in terms of the size and texture of its surroundings, and a very conscious effort to achieve balance and compatibility in the design of the new building. Good scale depends upon a *height* that is consistent with the total pattern of the land and of the skyline, a *bulk* that is not overwhelming, and an *overall appearance* that is complementary to the building forms and other elements of the city. Scale is relative, therefore, since the height, bulk and appearance of past development differ among the districts of the city.

People in San Francisco are accustomed to a skyline and streetscape of buildings that harmonize in color, shape and details. Much effort has been made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care has been accorded the edges of distinct districts, where transitions in scale are especially important. By tradition in San Francisco, as in other great cities of the world, unusual building forms and monumental scale have been reserved for buildings with the greatest significance to the community. These buildings characterize the mood and institutions of the city, and by their quality and nature express the city's aspirations to the world at large.

In questions of scale, the height of buildings has received the greatest and most continuous public attention. San Francisco has established the most extensive system of legislated height controls in any American city, expressing its concern over building height in this manner since as early as 1927. Nevertheless, a citywide plan for building height has not existed prior to this time, and both residents and visitors have experienced stress and concern at the prospect that the appearance of the skyline may continue to change rapidly without further direction.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in a white city, connote the power and prosperity of man's modern achievements. They make economical use of land, offer fine views to their occupants, and can permit efficient deployment of public services. In recent times, however, new pressures upon the design of these buildings have been produced by increases in technical construction capabilities, in demands for large blocks of floor space, in the breadth of financing methods, and in the image-consciousness of major business firms. As each building becomes larger and the whole city becomes more intensively developed, the challenges for urban design are multiplied.

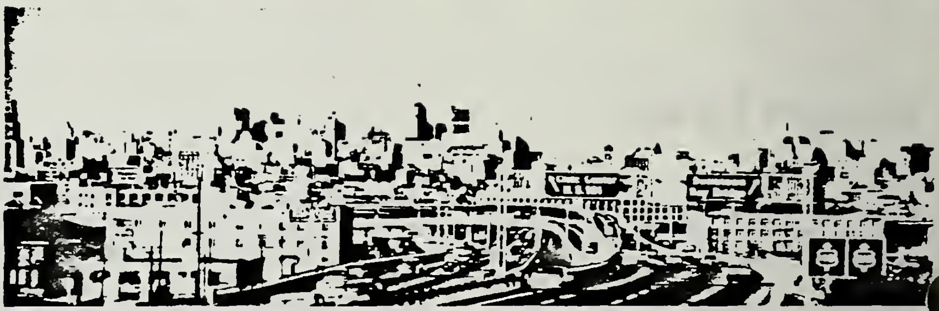
Exceptional height can have either positive or negative effects upon the city pattern and the nearby environment. A building that is well designed in itself will help to reinforce the city's form if it is well placed, but the same building at the wrong location can be utterly disruptive.

If properly placed, tall buildings can enhance the topographic form and existing skyline of the city. They can orient the traveler by helping to clarify his route and identify his destination. Building height can define districts and centers of activity. These advantages can be achieved without blocking or reduction of views from private properties, public areas or major roadways, if a proper plan for building height is followed. Such a plan must weigh all the advantages and disadvantages of height at each location in the city, and must take into account appropriate established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. Such a plan must also be applied with recognition of the functional and economic needs for space in major centers for offices, high density apartments, hotels and institutions providing public services.

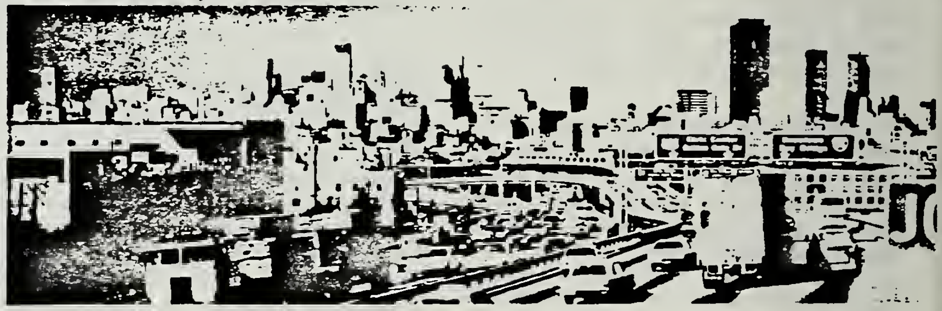
The remaining aspect of building scale to be considered is that of bulk, or the apparent massiveness of a building in relation to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height, and the result can be a blocking of near and distant views and a disconcerting dominance of the skyline and the neighborhood. The users of modern building space may find these bulky forms more efficient, and the forms may seem logical for combining several uses in a single development, but such considerations do not measure the external effects upon the city. Neither height limits nor limits upon the amounts of floor space permitted will directly control excessive bulk, and therefore specific attention to this problem is called for.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface that is visible, and the degree to which the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness must consider the existing scale of development in each area of the city and the effects of topographic form in exposing building sites to widespread view.

The largest potential building sites present the greatest problems and challenges for moderation of building form. On these sites, normal controls over the form and intensity of construction that are intended primarily for smaller sites have less precision, and the external effects of large developments upon the surrounding area and upon the city may be far greater. The stakes are high for both the developers and the future of the city, with a resulting tendency toward controversy and frustration, and unfortunate divisive effects in the community. For these reasons, the larger sites require separate and more intensive consideration in policies relating to building form.



San Francisco Skyline 1960
San Francisco Skyline 1971



Objective 3

MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.

As San Francisco grows and changes, new development can and must be fitted in with established city and neighborhood patterns in a complementary fashion. Harmony with existing development requires careful consideration of the character of the surroundings at each construction site. The scale of each new building must be related to the prevailing height and bulk in the area, and to the wider effects upon the skyline, views and topographic form. Designs for buildings on large sites have the most widespread effects and require the greatest attention.

Fundamental Principles for Major New Development

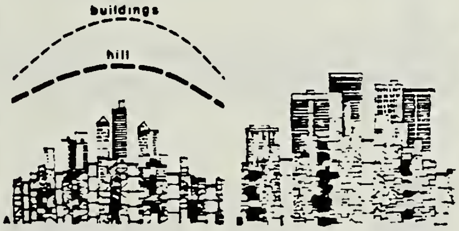
These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in major new development.

1

The relationship of a building's size and shape to its visibility in the cityscape, to important natural features and to existing development determines whether it will have a pleasing or a disruptive effect on the image and character of the city.

A: Tall, slender buildings near the crown of a hill emphasize the form of the hill and preserve views.

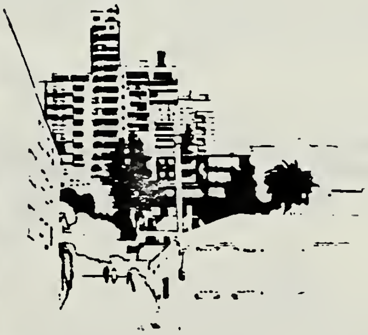
B: Extremely massive buildings on or near hills can overwhelm the natural land forms, block views, and generally disrupt the character of the city.



C: Low, smaller-scale buildings on the slopes of hills, at their base and in the valleys between complement topographic forms and permit uninterrupted views.

D: Low buildings along the waterfront contribute to the gradual tapering of height from hilltops to water that is characteristic of San Francisco and allows views of the Ocean and the Bay.

E: Larger, taller buildings can blend pleasantly with small-scaled areas if the change in scale is not excessive and if their form or surface pattern is articulated to reflect the existing scale.

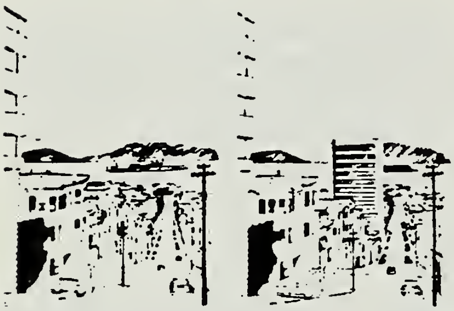


2

Building siting and massing with respect to street pattern influence the quality of views from street space.

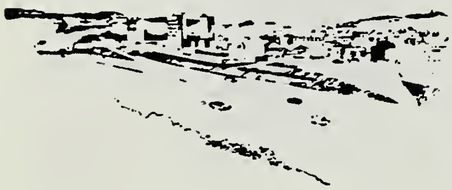
A: Tall buildings on the tops of hills allow clear views down streets.

B: Tall buildings on slopes of hills severely restrict views from above.



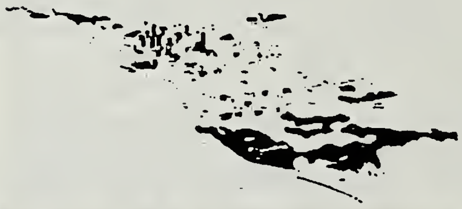
3

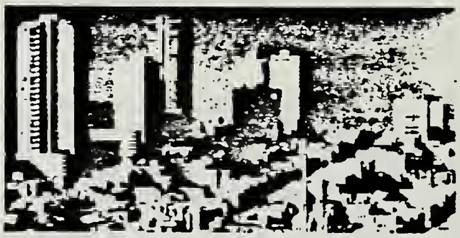
Clustering of larger, taller buildings at important activity centers (such as major transit stations) can visually express the functional importance of these centers.



4

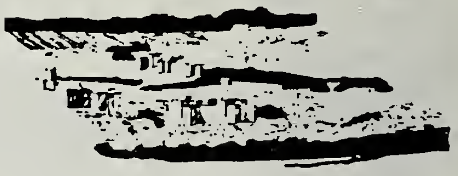
The relationship between areas of low, fine-scaled buildings and areas of high, large-scaled buildings can be made more pleasing if the transition in building height and mass between such areas is gradual.





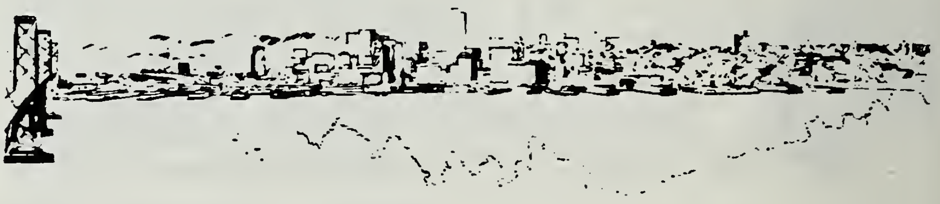
5

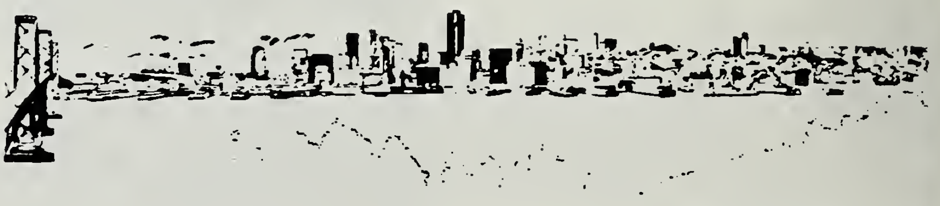
Taller or more visually prominent buildings can provide orientation points and increase the physical distinction, variety and contrast of large areas with similar streets and buildings, particularly areas of unrelieved monotony.



6

When highly visible buildings are light in color, they reinforce the visual unity and special character of the city.





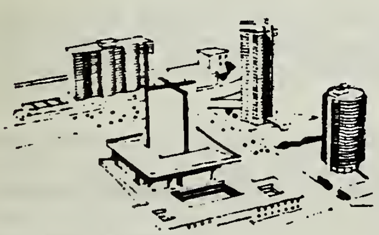
7

Buildings which meet the ground and reflect the slope of the hill relate to the land form.

Buildings on the downhill side of streets placed on stilts do not relate to the ground visually and create useless, unattractive space beneath.

8

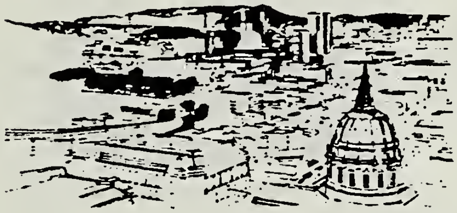
The use of unusual shapes for tall office, hotel or apartment buildings detracts from the clarity of urban form by competing for attention with buildings of greater public significance. The juxtaposition of several such unusual shapes may create visual disorder.



9

Unique building forms can appropriately signify major community facilities.

COMMENT: The distinctive forms of City Hall and St. Mary's Cathedral clearly indicate their public importance.



10

Major public buildings of symbolic importance may be appropriately located in highly visible settings.

COMMENT: Major public buildings have traditionally been placed at the focus of axial street views, provided they do not block city views.

11

A building situated in a visually dominant position, whose exterior is blank and uninteresting, does not relate to surrounding development and tends to repel the observer's attention.

COMMENT: The exposed location and extensive, uninterrupted mass of the San Francisco College for Women dormitory produce a discordant form relationship to other college buildings, to the hill and to the immediate vicinity.

12

A long or wide building becomes excessively bulky in appearance when its height significantly exceeds that of buildings in the surrounding area.

COMMENT: While the Federal Office Building is similar in length and width to many large buildings nearby, it exceeds the prevailing building heights and is a discordant element in the skyline.

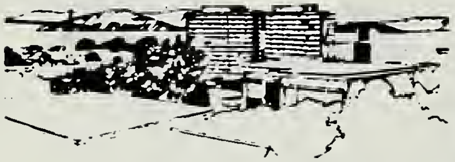
13

A bulky building creates the most visual disruption when seen from a distance as the dominant silhouette against a background and/or foreground of much smaller structures.

14

Bulky buildings that intrude upon or block important views of the Bay, Ocean or other significant citywide focal points are particularly disruptive.

COMMENT: The Fontana Apartments, near the waterfront, block many public and private views of the Bay and Marin County.

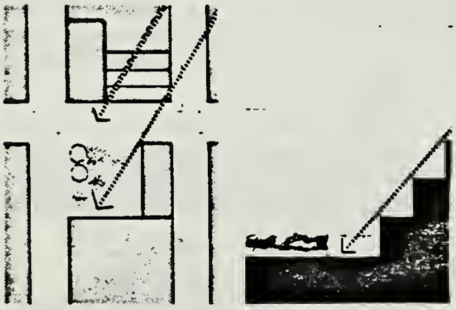


15

Plazas or parks located in the shadows cast by large buildings are unpleasant for the user.

A: Large buildings can be oriented to minimize shadows falling on public or semi-public open spaces.

B: The height and mass of tall, closely packed buildings can be shaped to permit sunlight to reach open spaces.



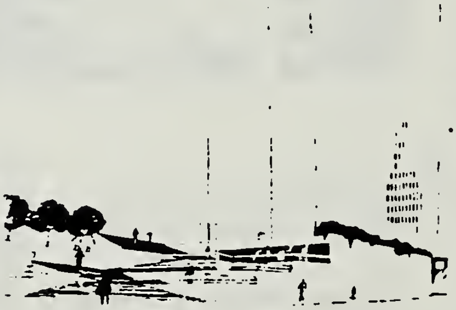
16

Corner plazas can be pleasing if the streets are not excessively wide and if surrounding properties are developed with buildings that define the space well.

17

Elevated pedestrian levels in large developments, if they relate visually and functionally to the street-level pedestrian system, are easy to find and use and contribute to the consistency of development.

A clearly expressed transition from an elevated pedestrian system to the sidewalk ties the two systems together visually and functionally.



18

Buildings of a uniform height provide good spatial definition of larger public squares or plazas.

Larger public open spaces surrounded by irregular buildings are poorly defined.

Policies for Major New Development

Visual Harmony

Policy 1

Promote harmony in the visual relationships and transitions between new and older buildings.

New buildings should be made sympathetic to the scale, form and proportion of older development. This can often be done by repeating existing building lines and surface treatment. Where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size and to reflect the pattern of older buildings.

Although contrasts and juxtapositions at the edges of districts of different scale are sometimes pleasing, the transitions between such districts should generally be gradual in order to make the city's larger pattern visible and avoid overwhelming of the district of smaller scale. In transitions between districts and between properties, especially in areas of high intensity, the lower portions of buildings should be designed to promote easy circulation, good access to transit, good relationships among open spaces and maximum penetration of sunlight to the ground level.

Policy 2

Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Large buildings are most consistent with the visual unity of the city when they are light in color. The characteristics of San Francisco's climate and the varied effects of sunlight through the day in clear and fog-filled skies make bright but subtle hues a life-giving element in the skyline. Prominent new buildings should reflect this pattern.

Buildings of unusual shape stand out in the skyline. They call attention to themselves and correspondingly reduce the visual significance of other features in the city pattern. Such buildings may also create a jarring disharmony that counteracts the traditional blending of regular rectilinear forms in the San Francisco skyline. Unusual shapes, especially in large buildings, should therefore be reserved for structures of broad public significance such as those providing community-wide services.

Policy 3

Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Certain buildings will achieve visual prominence, whatever their design, because of their exposed locations. Among such locations are those at tops of hills; those fronting on permanent open space such as the Bay, parks, plazas and areas with height limits; those facing wide streets or closing the vista at the end of a street; and those affording a silhouette against the sky, a muted background or a formal order such as in the Civic Center.

At locations of such prominence, the quality of building design is of special significance, and special efforts should be made to promote the best architectural solutions in both public and private buildings. In such solutions, the positive potentials of the site should be emphasized.

Height and Bulk

Policy 4

Promote building forms that will respect and improve the integrity of open spaces and other public areas.

New buildings should not block significant views of public open spaces, especially large parks and the Bay. Buildings near these open spaces should permit visual access, and in some cases physical access, to them.

Buildings to the south, east and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas. Larger squares and plazas will benefit, in addition, from uniform facade lines and cornice heights around them which will visually contain the open space.

Large buildings and developments should, where feasible, provide ground level open space on their sites, well situated for public access and for sunlight penetration. The location and dimensions of such open space should be carefully considered with respect to the placement of other buildings and open spaces in the area, and with respect to the siting and functioning of the building with which it is provided. Where separation of pedestrian and vehicular circulation levels is possible in provision of such open space, such separation should be considered.

Policy 5

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall, slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas. In these various commercial centers, building height should taper down toward the edges to provide gradual transitions to other areas.

In residential and smaller commercial areas, tall buildings should occur closest to major centers of employment and community services which themselves produce significant building height, and at locations where height will achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and character of existing development should be considered.

The guidelines in this Plan express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

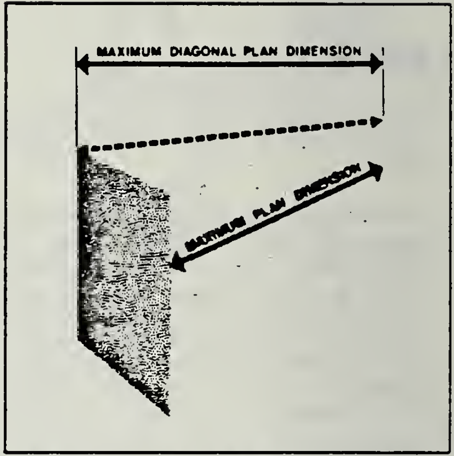
Policy 6

Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

When buildings reach extreme bulk, by exceeding the prevailing height and prevailing horizontal dimensions of existing buildings in the area, especially at prominent and exposed locations, they can overwhelm other buildings, open spaces and the natural land forms, block views and disrupt the city's character. Such extremes in bulk should be avoided by establishment of maximum horizontal dimensions for new construction above the prevailing height of development in each area of the city.

The guidelines for building bulk expressed in this Plan are intended to form an urban design basis for such regulation. These guidelines favor relatively slender construction above prevailing heights, but would not limit the horizontal dimensions of buildings below those heights. Generally speaking, the guidelines would not limit the total floor space that could be built, but would help to shape it to avoid negative external effects. If two or more towers are to be built on a single property, their total effect should be considered and a significant separation should be required between them. The precise form of the building or buildings would in large measure be left to the individual developer and his architects under these guidelines.

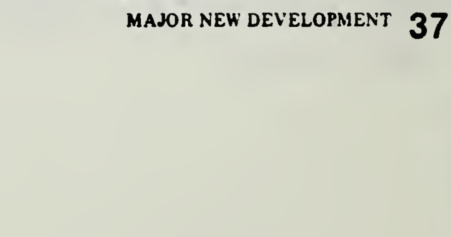
The guidelines of this Plan for building bulk are only minimum guidelines, and they are not intended to reduce the necessity for other expressed policies pertaining to height, visual harmony or other factors. Even with building bulk kept within these guidelines, efforts should be made to articulate and soften building surfaces to reduce the massiveness of appearance to a greater degree.



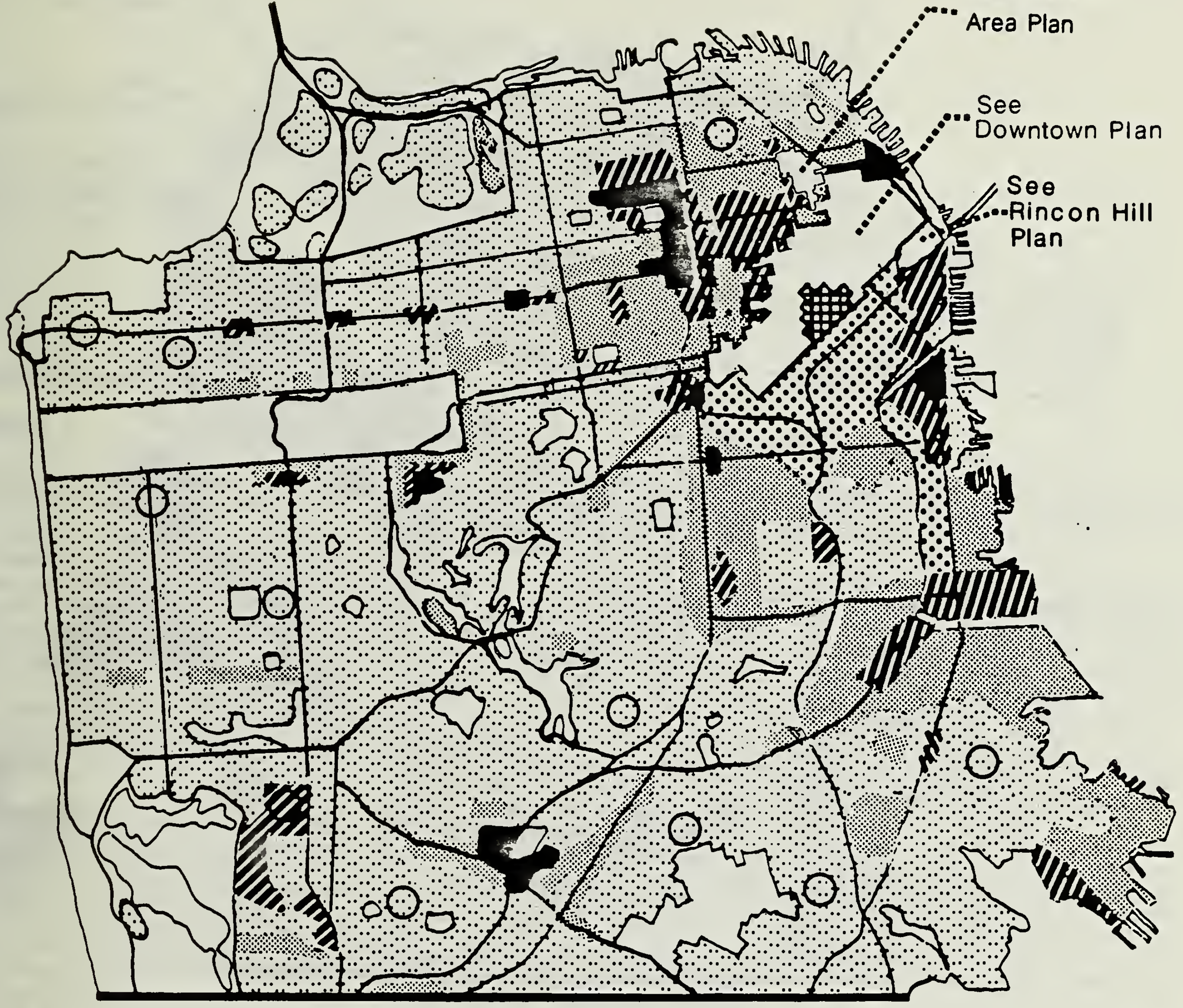
METHOD OF MEASURING BULK

MAXIMUM PLAN DIMENSION: The greatest horizontal dimension along any wall of the building, measured at a height corresponding to the prevailing height of other development in the area.

MAXIMUM DIAGONAL PLAN DIMENSION: The horizontal dimension between the two most separated points on the exterior of a building, measured at a height corresponding to the prevailing height of other development in the area.

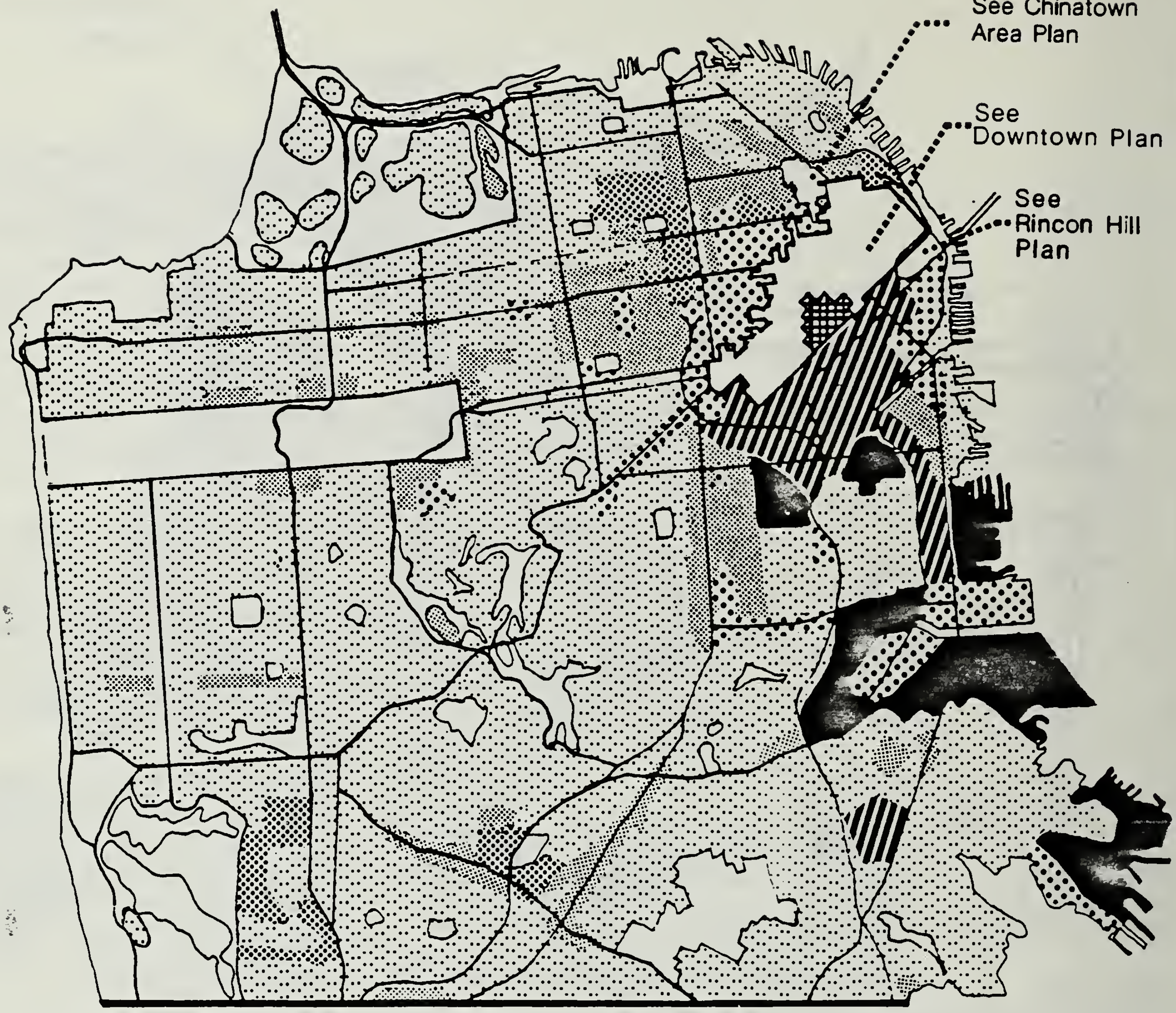


BULK MEASUREMENTS APPLIED TO OTHER BUILDING FORMS


See Chinatown Area Plan
See Downtown Plan
See Rincon Hill Plan

URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

░	0-40 ft	□	**OPEN SPACE** Any Development Subject to Review
▒	41-88 ft	⁘	**MAXIMUM HEIGHT** Elevation of Freeway
▨	89-160 ft	○	**POINT TOWERS IN VICINITY**
■	161-240 ft		
▩	241-400 ft		


See Chinatown Area Plan
See Downtown Plan
See Rincon Hill Plan

URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

░ Bulk Regulated by Height Controls

	Guidelines Apply Above Height of	Guidelines for Maximum Plan Dimension	Guideline for Maximum Diagonal Plan Dimension
▒	40 ft	110 ft	125 ft
⁘	80 ft	110 ft	125 ft
▩	40 ft●	110 ft●	140 ft●
▨	40 ft	250 ft	300 ft
▬	60 ft	250 ft	300 ft
▦	150 ft	250 ft	300 ft

☐ **OPEN SPACE :** Any Development Subject to Review

●Also Applies to Point Towers Where Designated in Urban Design Guidelines for Height of Buildings

Large Land Areas

Policy 7

Recognize the special urban design problems posed in development of large properties.

The larger a potential site for development, the greater are apt to be the size and variety of the urban design questions raised. Larger sites may mean greater visual prominence of development and greater impact upon the city pattern. As more land area is included in a single project, the possibilities are increased that the public resources in natural areas, historic buildings and street space will be affected. Larger developments also have substantial requirements for public services, including transportation.

Under normal land use controls, most large development is governed by a "floor area ratio", which permits floor space to be built in each project in proportion to the amount of land area available. The floor area ratio limit tends to be geared to development of sites of small and moderate size, but not to take account of the impact of occasional developments that take up one or more whole blocks of land. Such developments, under this type of formula, may have a single building of truly massive proportions, or a series of building forms constructed in one or more phases.

These differences in nature and impact require that large sites be given close consideration in urban design planning.

Policy 8

Discourage accumulation and development of large properties, unless such development is carefully designed with respect to its impact upon the surrounding area and upon the city.

The height and bulk guidelines of this Plan will help to some extent in reducing the negative effects of development on large sites. They will not, however, deal with all the special problems raised or guarantee good quality of design.

Other measures are available and may be necessary. In some cases, ordinary zoning restrictions might be tightened, or rezoning to permit a large development might be deferred in the absence of adequate assurances of compatible development. New standards might be added to require open space in large projects, and floor area ratios might be reduced or made less advantageous for larger sites.

Because government involvement often occurs as larger sites are developed, through marketing of the site itself, through redevelopment powers, through vacation of streets or in some other manner, the government role might be made more restrictive in such involvement.

There is no substitute, however, for early and frequent communication as to the merits and design of a proposed project between the developer and his architects on the one hand and public urban design professionals and interested citizens on the other. Such communication will give an early and more reasoned assessment of the positive and negative effects of the project upon the city and the surrounding area, and will reduce the chances of later delays and controversies. Processes toward these ends should be employed for all major projects in the city.

Policy 9

Encourage a continuing awareness of the long-term effects of growth upon the physical form of the city.

Development of large properties, by condensing growth and change in certain areas of the city, emphasizes the effects that long-term growth and change can have upon the physical makeup of San Francisco. There is nothing in the nature of cities that will guarantee the continued livability of this or any other city. The citizens of San Francisco have an uncommon awareness that their environment is finite, and that the advantages of greater size and intensity may have ultimate limits.

That awareness is healthy and progressive and should be fostered. It should be given new outlets to help shape the physical form of the city. As in this Urban Design Plan, it can identify the attributes of the city that need to be protected and enhanced. Good planning, supported by an interested public, can channel growth to the right places in the city, build growth around previously established transportation systems and other services, cause other public costs to be borne in part by the developers who benefit from them, and hold in place the natural regulators of growth such as streets and open spaces. Above all, it can and should control the form of individual buildings so that they will be compatible with the character of the city.

More should be known as to the long term effects of growth in San Francisco. These effects and the means for moderating them should be studied in a rational manner through the normal processes of planning, and none of the important factors should be overlooked. Ultimately, certain limits upon total growth may prove to be necessary if the integrity of the city is to be preserved.

NEIGHBORHOOD ENVIRONMENT

Human Needs

The people of San Francisco are the city's reason for being and its hope for the future. Most residents live in areas that can be characterized as distinct neighborhoods, and the quality of these neighborhoods has a strong effect upon their personal outlook. Neighborhood quality is of overriding importance to the individual, since the most basic human needs must be satisfied close to home. The long-term future of the city's entire physical environment may also depend upon good neighborhoods, because only when they find satisfaction in their own areas can residents freely turn their attention to matters affecting the larger community.

There is no great difference of opinion as to what makes a neighborhood a good place to live from an urban design standpoint: people wish to have a tolerable and comfortable living environment, safe and free from stress, and the elements that make up such an environment are easily described. People also wish to know that their neighborhoods will be guarded against physical deterioration, and that any elements they consider deficient are likely to be improved. Because neighborhood quality is defined in the residents' own terms, the neighborhood environment will be better if residents participate in the planning of local improvements.

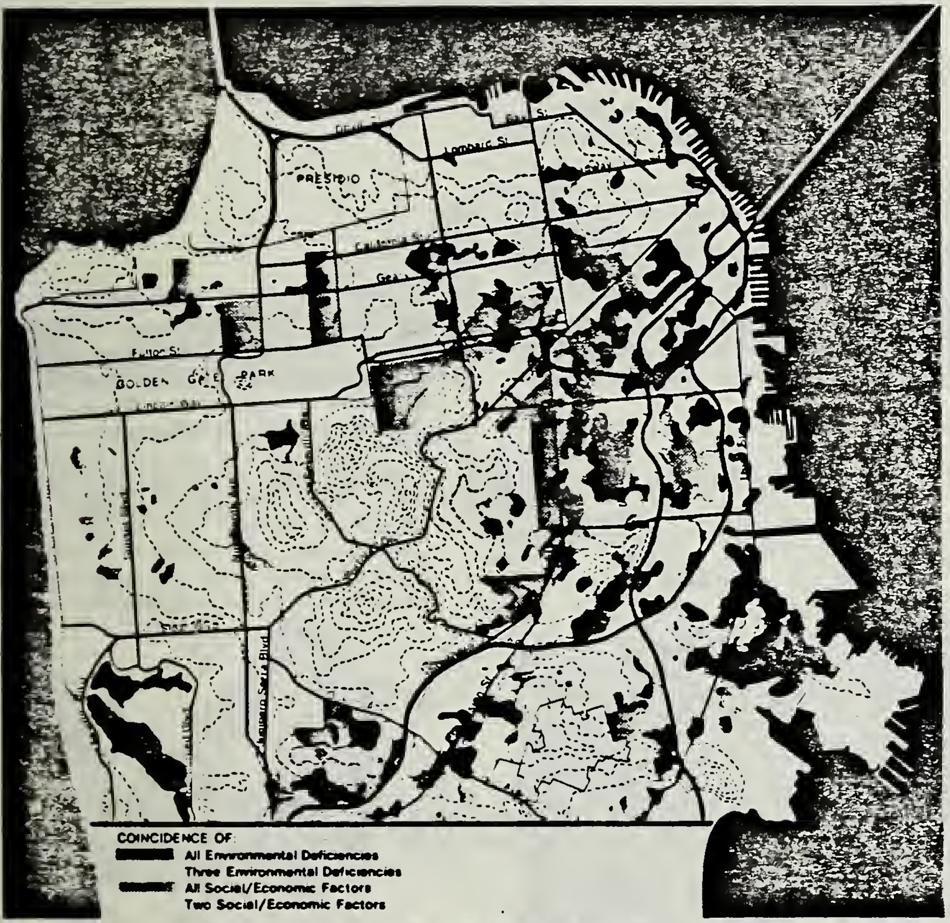
Studies show that the outstanding concerns of people today in their neighborhood environment are matters of health and safety. Traffic is the leading issue, with automobiles moving through residential areas in large volumes and at high speeds, producing noise and pollutants and putting pedestrians in constant danger. With each increase in traffic the streets become less a part of the living environment and more a world of their own. Residents find the streets unsafe and unpleasant, and try to shut them out.

The quality of neighborhood maintenance is also of major concern. A sense of pride and satisfaction requires that all parts of the local environment be well maintained: streets, parks, public buildings, neighbors' properties, and especially one's own house and yard. When the area is well kept and has visual qualities that distinguish it from other areas, a resident has a feeling of neighborhood that gives him a sense of being at home though he may be a block or more from his dwelling.

Another element of good neighborhoods is the presence of open space and recreation opportunities. The most satisfying recreation space is close by and visible, with a feeling of nature and a variety of facilities for all age groups. Such recreation space may be found on private properties, in neighborhood parks, along the sidewalks and in undeveloped street areas. On a citywide scale, larger recreation facilities that require travel away from home provide an even greater variety of opportunities. On this larger scale, the shoreline of San Francisco Bay has a potential that is not fully used.

There are many other elements that can bring amenity to the neighborhood environment. Planting in streets and yards, well designed and well cared for, adds immeasurably to the visual quality of an area, softening and complementing the hard appearance of pavem and buildings. Continuous building faca and generous sidewalks with interesting details establish a pleasant mood for the pedestrian. Freedom from the clutter of open parking lots, large signs and overhead wires can also make the difference between an agreeable living environment and one that is disquieting or even blighted.

With respect to the many improvements in environment that can be made by public and private actions, the needs of the city's neighborhoods are by no means uniform. Some neighborhoods have serious deficiencies in one or more elements affecting neighborhood quality, while others are more fortunate. Some neighborhoods have greater needs because their residents live in conditions of greater density, or because the residents include more children and older people who tend to live within a smaller world in which the resources close at hand are the most important. People of low income too, especially renters who have little direc role in maintaining their own physica environment, have special needs that characterize certain neighborhoods where the dange of physical decline is already very apparent


PRESIDIO
Lombard St
California St
Geary
Fulton St
GOLDEN GATE PARK
Junipero Serra Blvd
COINCIDENCE OF:
▬ All Environmental Deficiencies
Three Environmental Deficiencies
▬ All Social/Economic Factors
Two Social/Economic Factors

COINCIDENCE OF ENVIRONMENTAL DEFICIENCIES AND SOCIAL/ECONOMIC FACTORS

NOTE:

ENVIRONMENTAL DEFICIENCIES — a rating below the city average for the following:

1. LEVEL OF MAINTENANCE (cleanliness and state of repair of sidewalks, streets, yards and buildings)
2. PRESENCE OF NATURE (quantity and quality of trees, shrubbery, flowers, grass, water and other visible natural features)
3. DISTANCE TO OPEN SPACE (reasonable walking distance to accessible public open space, with size and variety of facilities considered)
4. VISUAL INTEREST OF STREET FACADES (variety and quality of architectural styles and character, landscaping, scale, colors and pattern)

SOCIAL/ECONOMIC FACTORS — indicators of environmental needs, as follows:

1. HIGH HOUSING TURNOVER AND AVERAGE TO LOW INCOME
2. HIGH INCIDENCE OF CHILDREN (estimated 12 or more elementary school children per block)
3. HIGH INCIDENCE OF ELDERLY (16 or more persons 65 years or older per 100 total persons)
4. HIGH RESIDENTIAL DENSITY (60 or more persons per gross acre)

Data: 1968-1969 surveys; San Francisco Unified School District, 1970; U.S. Census, 1960

These differences in neighborhoods point up the need to establish priorities in the programs that will stabilize and improve the local environment. Where serious physical deficiencies already exist, and where the density, age and economic status of residents indicate special needs, the neighborhoods require immediate and continuing assistance. Of equal importance, however, are many other areas that may be on the verge of physical decline. These other areas require priority because the residents' fear of change may contribute as much as any other factor to real deterioration, and such fear can be overcome by visible efforts to stabilize the neighborhood. Once lost, the existing resources in any neighborhood can be restored only through great expense and dislocation. The programs relating to neighborhood environment should, therefore, be designed both to hold neighborhood quality at its present levels and to improve deficient areas that do not enjoy the fine attributes of other parts of San Francisco.

Objective 4

IMPROVEMENT OF THE NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.

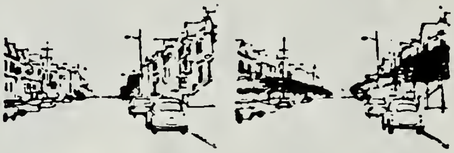
San Francisco draws much of its strength and vitality from the quality of its neighborhoods. Many of these neighborhoods offer a pleasant environment to residents of the city, while others have experienced physical decline and still others have never enjoyed some of the amenities common to the city as a whole. Measures must be taken to stabilize and improve the health and safety of the local environment, the psychological feeling of neighborhood, the opportunities for recreation and other fulfilling activities, and the small-scale visual qualities that make the city a comfortable and often exciting place in which to live.

Fundamental Principles for Neighborhood Environment

These fundamental principles and their illustrations reflect the needs and characteristics with which this Plan is concerned, and describe measurable and critical urban design relationships in the neighborhood environment.

1

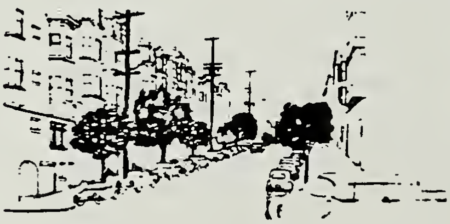
The livability, amenity and character of residential areas are greatly enhanced by trees, more so than by any other single element.



2

In areas where houses have no front yards, a sense of nature can be provided by planting in the sidewalk area.

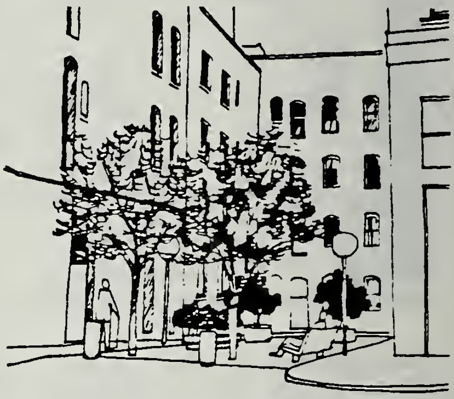
COMMENT: Front yards (setbacks) are not required in many parts of the city. This results in rows of buildings adjacent to the sidewalk. At times it creates a pleasing sense of enclosure; but the result can be rather bleak and monotonous when the street is unrelieved by landscaping or the buildings lack visual interest. A few large trees or other street landscaping can add a needed sense of nature and variety.



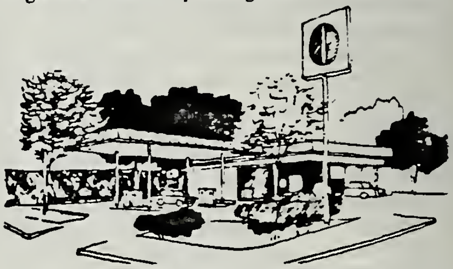
3

The use of appropriate plant material, and careful consideration of environmental factors in the design of landscaping and open space, contribute to a neighborhood's identity and improve its environmental quality.

COMMENT (a): Areas of poor environmental quality can often be improved by the addition of benches, trees, shrubs, and textured paving. A "vest pocket" park in a dead-end service court in Chinatown is one potential form for such improvement.

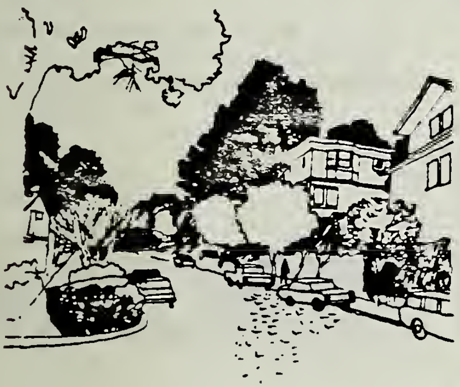


COMMENT (b): Landscaping can screen residences from commercial or industrial activities, such as by reducing the glare of lights at gas stations and parking lots.

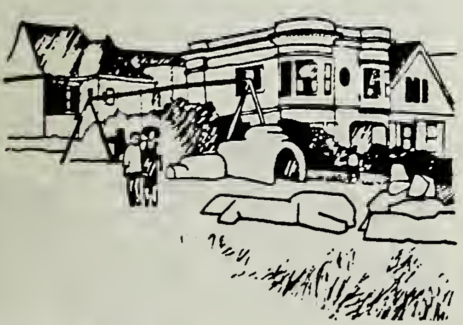


COMMENT (c): Windbreaks can make open spaces more pleasant and usable in windy areas. The sunning area at Phelan State Beach is a good example.

COMMENT (d): A consistent and attractive neighborhood landscaping theme can be established, such as the flowering street trees on Edgewood Avenue.



COMMENT (e): Open space that contains facilities desired by the residents, and that is designed when possible with local participation, is more likely to be used and cared for by local residents.



4

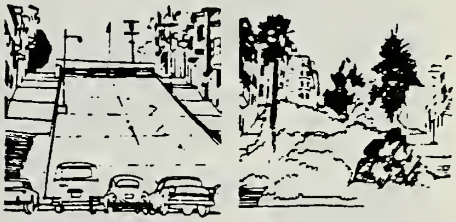
Open space and landscaping can give neighborhoods an identity, a visual focus and a center for activity.

COMMENT (a): Dolores Street has a special identity because its median is consistently planted with large, distinctive palm trees.

COMMENT (b): Mission Park and Washington Square are examples of open spaces that are both centers for activity and features giving identity to the surrounding area.

5

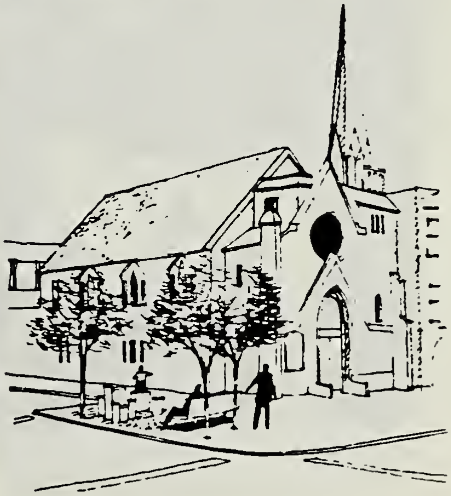
Street rights-of-way on hills too steep for cars or not needed for traffic are useless for people if covered with concrete. They can be modified to provide useful and attractive open space.



6

Wide, generous sidewalk areas provide opportunities for outdoor recreation and pedestrian amenities.

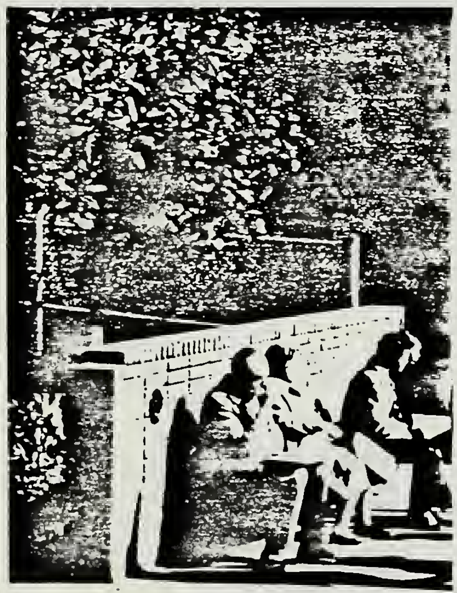
A: Portions of wide sidewalks can be turned into children's play areas, and sitting areas for adults.



B: In intensive shopping areas, wide sidewalks allow free pedestrian movement, and provide room for benches for resting and shelters for transit patrons.

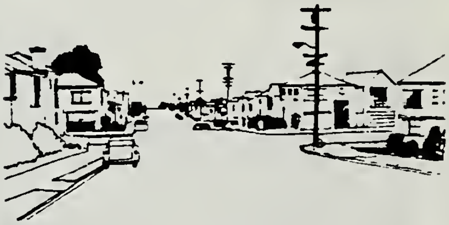
7

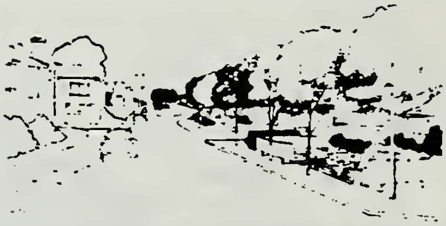
Interesting details in the design of street furniture, paving and other features in pedestrian areas can increase the amenity and character of streets.



8

Wide streets can be narrowed at the intersections and landscaped to provide sitting areas and visual amenity.

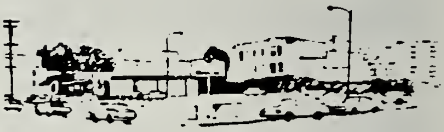




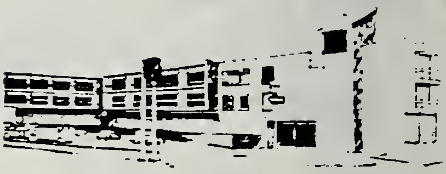
9

Open, unlandscaped parking areas are dull and unattractive, and generally have a deleterious effect upon their surroundings.

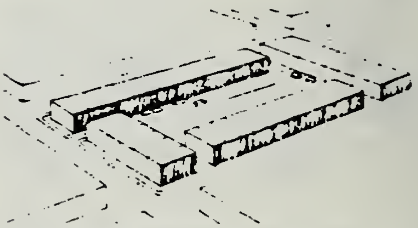
A: Parking lots next to the street, such as those for supermarkets and diners, detract from street life and impair definition of street space. Placement of buildings adjacent to the street, with the parking behind, can improve this condition.



B: Parking lots along the street in housing developments neither define the street nor contribute visual interest.



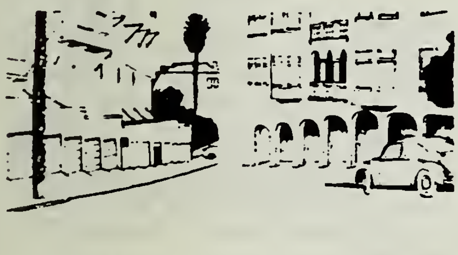
C: Parking under buildings or in an inside court allows the building to help define the street and avoids the blighting visual effects of an exposed parking lot.



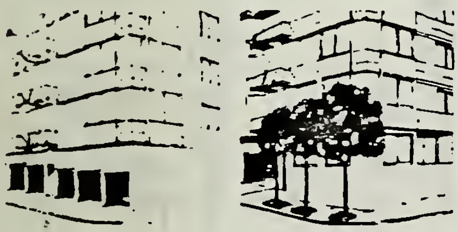
10

Parking garages lack visual interest if they have extensive rows of doors, blank walls or exposed vehicles. Extensive curb cuts prevent planting and other enhancement of the street, eliminate curb-side parking and are potentially dangerous to pedestrians.

A: Arcades create some visual interest where long garage facades or multiple driveways cannot be avoided.

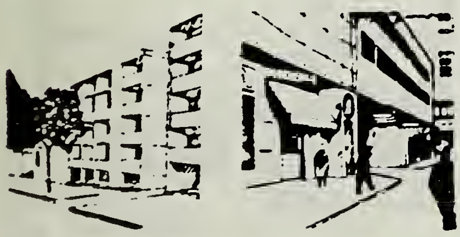


B: Restricting entry and exit points minimizes curb cuts.



C: A basement garage one-half level down brings the building closer to street level and increases visual interest for pedestrians.

D: The inclusion of stores at ground level maintains continuity of pedestrian activity on what would otherwise be a sterile street frontage of parking garages in a commercial area.



11

Fast and heavy traffic on residential streets makes them unattractive for pedestrian activities, and generates irritating dirt and noise.

COMMENT: Widening of residential streets or making them one-way can increase traffic-carrying capacity at the expense of the environment for fronting residences.

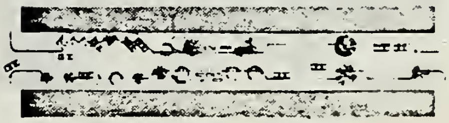
12

Excessive speeds and amounts of traffic in residential neighborhoods can be reduced by a variety of design techniques, including narrowing of streets or intersections, landscaping, diversion of traffic and closing of streets.

A: Visually narrow street spaces assist in reducing the speed of traffic. Most drivers tend to reduce speed in confined spaces, since confinement narrows the field of vision and creates a sense of rapid movement.

B: Diversion of cars from a straight path in a residential neighborhood is an effective way of discouraging through traffic.

C: Modifying long, wide, straight sections of street eliminates the opportunity or temptation for vehicles to speed.

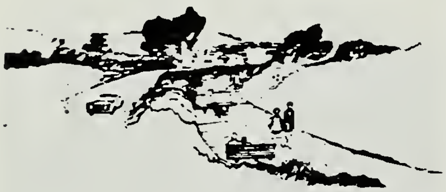


13

Intensive landscaping, walls and other screening devices can insulate residential and pedestrian areas from the adverse effects of heavily used trafficways.

A: Buffer planting can effectively screen adjacent residences from heavy traffic.

B: Park areas and smaller open spaces can be protected from the noise and sight of traffic if well screened by berms, changes in level, and landscaped barriers.



C: Even small-scale landscaping can ameliorate the effect of heavy traffic on adjacent areas.

14

Separation of pedestrian and vehicle movement eliminates conflicts and contributes to pedestrian comfort.

Pedestrians and vehicles can be separated by creating separate levels or by prohibiting traffic from certain streets.

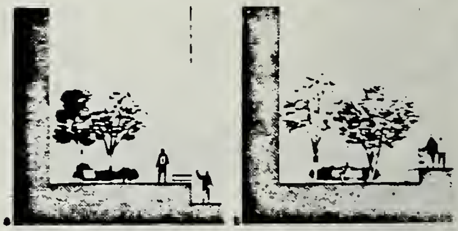
15

In the design of new pedestrian areas, changes of level can add greatly to interest and amenity if a reasonable relationship between levels is maintained.

Most important is the visual connection between levels, which enhances the experience of being on one level through awareness of the other level(s).

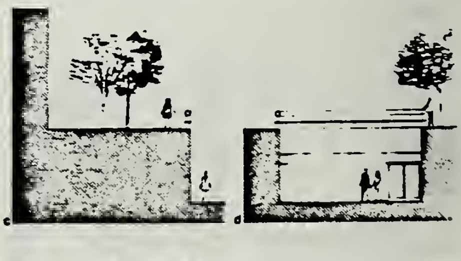
COMMENT (a): A space slightly above street level gives a sense of overlook and advantage to its occupants, while the passerby retains visual connection and interest.

COMMENT (b): A space slightly below street level gives a sense of intimacy and enclosure to its occupants, as well as a sense of overlook and advantage for the passerby on the sidewalk.



COMMENT (c): A space too far above street level loses visual contact with the street.

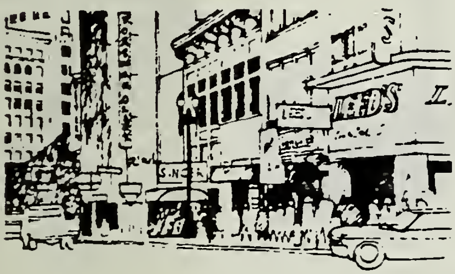
COMMENT (d): A small space too far below street level is uncomfortable to its occupants and suitable only as a place of movement or access.



16

Continuity of interest and activities at ground level in commercial buildings adjacent to pedestrian ways creates rich street life and enhances pedestrian experiences.

A: Stores contribute both visual interest and activity to the street in downtown and district shopping areas and are the principal generators of street life.



B: Office lobbies usually lack interest for the passerby, and they can detract from a good shopping environment.

C: Major office buildings contribute more to street life if they have commercial activity at ground level.

c

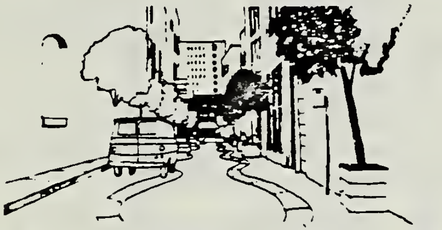
17

Arcades provide continuous covered access to buildings and greatly increase pedestrian comfort in inclement weather.

18

Alleys and small streets which are usable as part of the general network of pedestrian and service ways are potential areas of activity and interest.

COMMENT: Large new projects that provide mid-block pedestrian and service shortcuts similar to those that now exist would continue and improve upon a workable pattern.



19

Planting and paving treatment in alleys, coupled with active uses in the adjacent buildings, form, in effect, a commercial promenade.

COMMENT: The intimate pedestrian scale offers a welcome contrast to the wider streets around.

20

Dignified and well-maintained signs designed with respect for the scale and character of the street can enhance commercial areas.

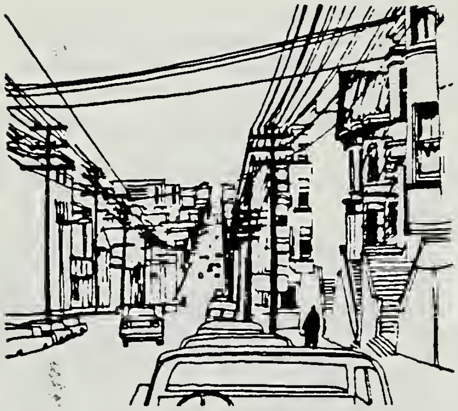
When signs do not relate to the area, when they reach excessive size, and when they feature blatant and discordant designs, they reflect poorly upon the overall quality of a commercial area.

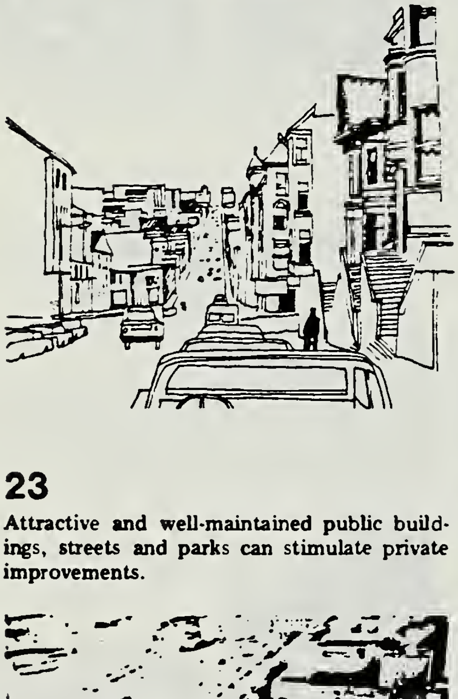
21

Pedestrian scale can be achieved at the base of large vertical building surfaces by the use of arcades, emphasis of horizontal divisions, texture and other architectural details.

22

The undergrounding of overhead utility wires enhances the appearance of streets and neighborhoods.





23

Attractive and well-maintained public buildings, streets and parks can stimulate private improvements.

24

Public buildings can contribute to neighborhood appearance if they are well-designed, attractively painted and generously landscaped.

COMMENT (a): Chain link fencing used around many school grounds is unattractive. The growing of ivy on such fencing can ameliorate its effect somewhat.

COMMENT (b): Lack of landscaping and total asphalting make school playgrounds a negative rather than a positive feature in many neighborhoods.

COMMENT (c): Use of bright and lively colors in painting drab public buildings could enhance many neighborhoods.

25

Parks on hillsides can be developed for sitting areas with views, and for unusual recreational facilities that take advantage of the hill, such as a long slide for children.

26

Private lands that are landscaped or developed as open space contribute to the visual and recreational resources of the city.

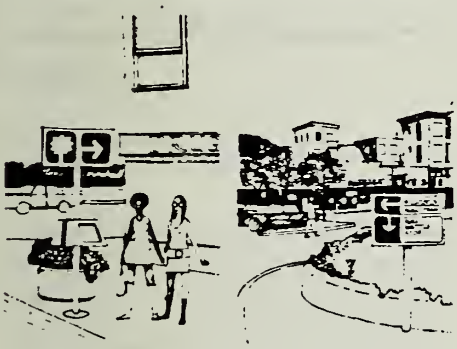
COMMENT (a): Private landscaping efforts have improved the visual quality of many San Francisco neighborhoods.

COMMENT (b): As the city becomes increasingly built up and acquisition of public open space more difficult, privately developed open spaces become more important. Open spaces at the Crown-Zellerbach Building and St. Francis Square are good examples of such private development.

27

Improved and diverse means of transportation can increase the value and use of parks.

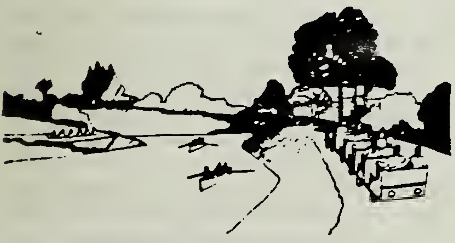
The ease with which pedestrians and motorists locate parks can be increased by improved signs or special roadway treatment.



28

If auto traffic and parking in parks are discouraged, recreational use can be increased.

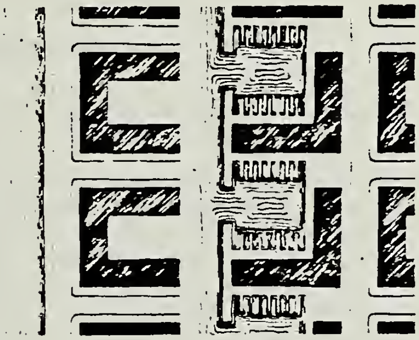
COMMENT: A large park such as Golden Gate Park can be made more usable by a special transportation system that links various facilities and encourages motorists to leave their vehicles outside the park or in peripheral parking areas.



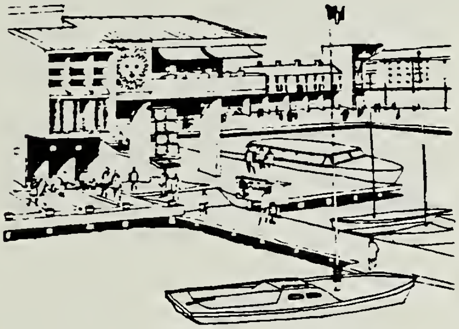
29

Waterfront development that maximizes the interface between land and water increases the opportunities for public access to the water's edge.

A: Finger piers create a greater variety of possible ways to experience the water and the city.

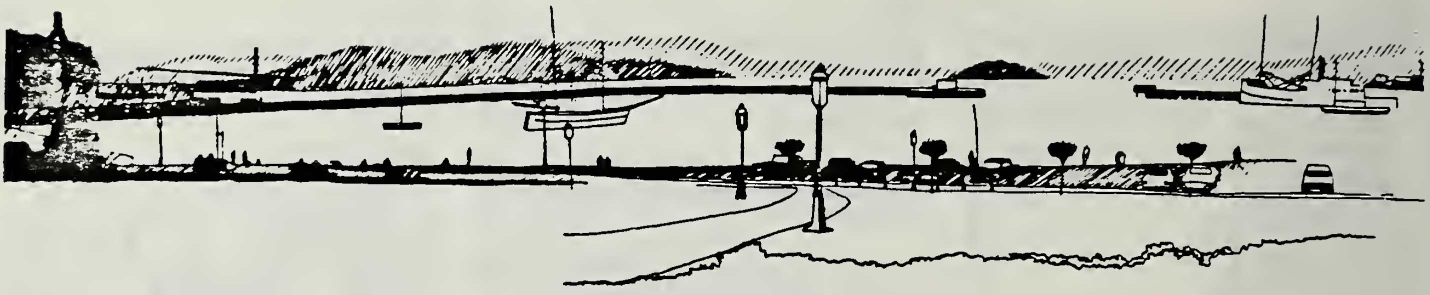


B: Commercial and residential uses oriented toward the water and designed to create varied public spaces can add visual interest to the waterfront.



30

Open space along the water provides opportunities for maximum public use of the waterfront.



31

Street rights-of-way carried through to the water allow views directly to the waterfront and provide a sense of contact with the water.

Policies for Neighborhood Environment

Health and Safety

Policy 1

Protect residential areas from the noise, pollution and physical danger of excessive traffic.

In order to reduce the hazards and discomfort of traffic in residential neighborhoods, a plan for protected residential areas should be put into effect. Such a plan is intended to prevent or discourage heavy, fast and through traffic from using residential streets, and to put such traffic on arterial streets where the impact upon residential areas will be less disruptive. Although development of further traffic-carrying capacity on some arterials may be warranted, the local streets should remain as they are or have their capacity reduced.

The speed and volume of traffic on protected streets should be limited by all practical means. Such means include making streets discontinuous to divert traffic from a straight path, narrowing streets and intersections, creating the appearance of narrowness through landscaping and other improvements, and prohibiting access from arterial streets by signs and barriers. Such changes in streets should be so designed that they will not limit the access of vehicles for police and fire protection and other emergency purposes in the protected areas. The total effect of these changes in residential streets should be to give the dominant position to residential qualities and pedestrians rather than to vehicles.

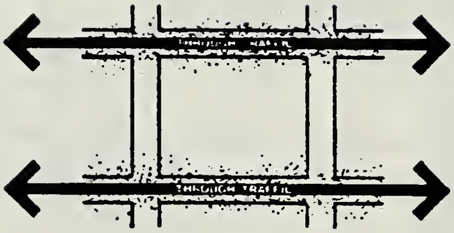
Land uses throughout the city should be regulated in such a way that heavy traffic will not be drawn through protected streets by large commercial, industrial and institutional traffic generators. Traffic for these generators should be channeled as much as possible on arterial streets. High traffic speeds should be discouraged on non-residential streets where the traffic on those streets is destined for protected residential streets.

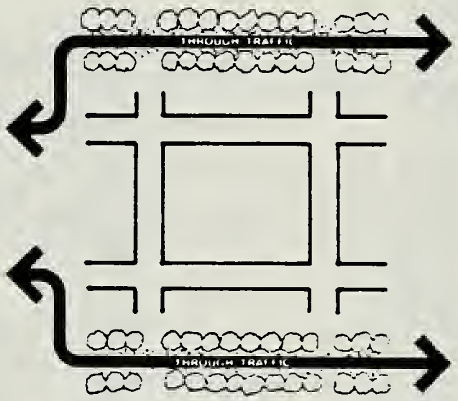
Policy 2

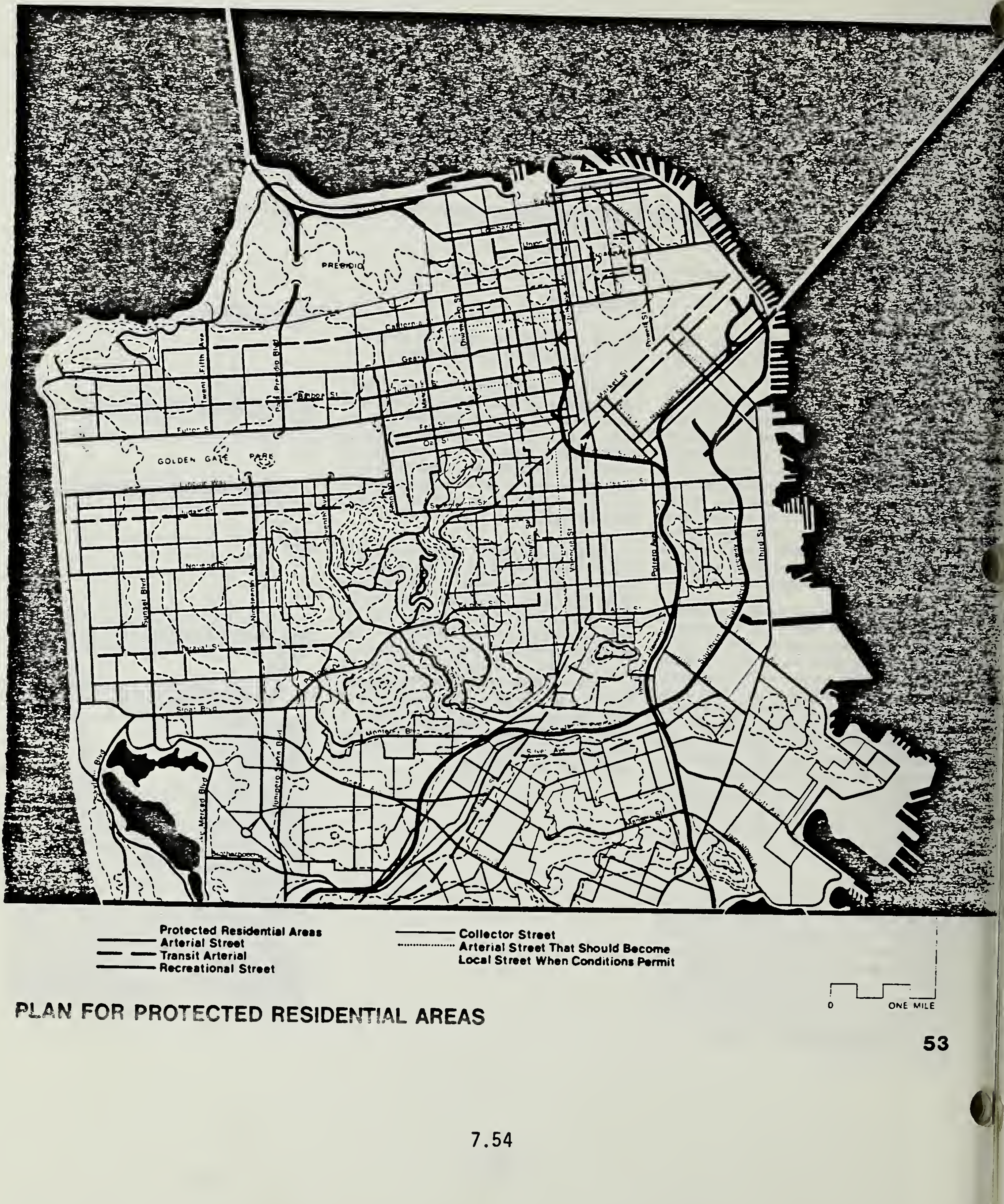
Provide buffering for residential properties when heavy traffic cannot be avoided.

When arterials and other streets having heavy traffic must go through residential areas, steps should be taken to screen dwellings from the noise, fumes and other adverse effects of traffic. Heavy landscaping at the sides of streets and in center islands may provide an effective barrier, as can walls, differences in elevation and the setting back of dwellings from the roadways.

Dwellings along streets with heavy traffic should, where possible, have the main orientation of their living space and access away from the traffic. In some cases further measures such as soundproofing may be required. Businesses and industries that attract or produce heavy traffic, such as service stations and trucking terminals, should be screened from nearby residential areas. Screening should be provided, as well, for all open parking lots within or adjacent to residential areas. All of the aforementioned considerations should apply to recreation areas as well as to dwellings.



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GOLDEN GATE PARK
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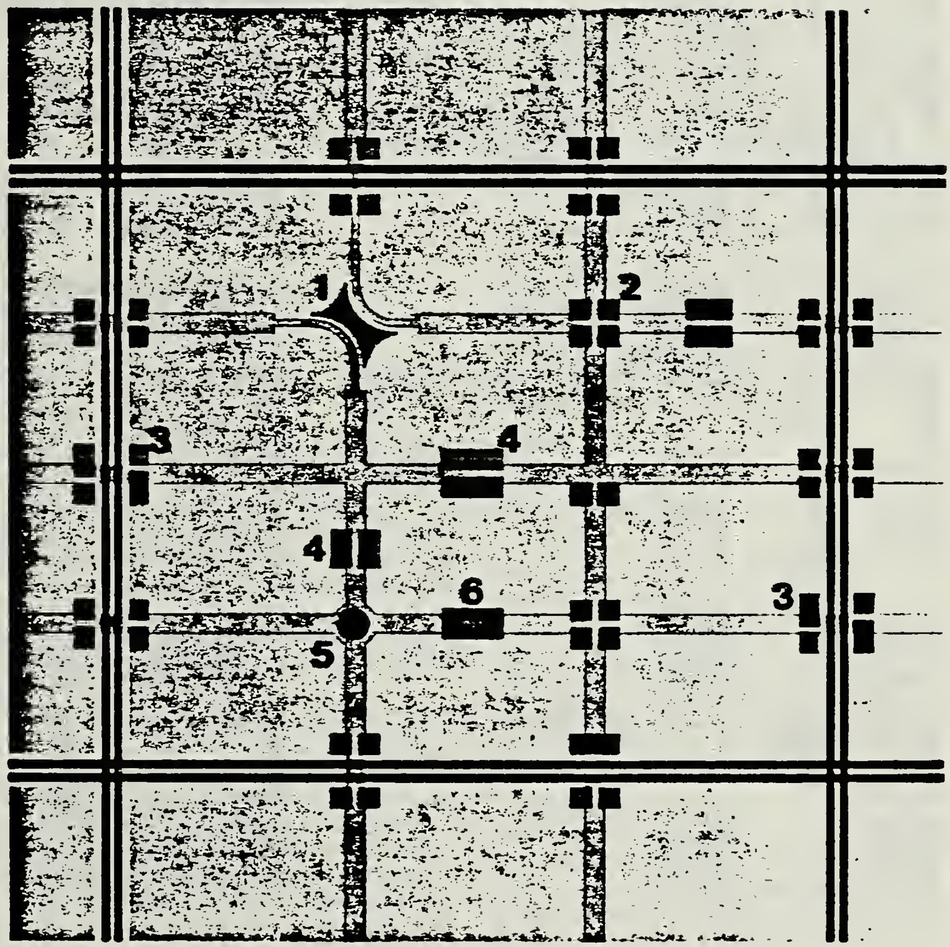
Balboa St
Fulton St
Lincoln Way
Judah St
Noriega
Taraval St
Sloat Blvd
Monterey Blvd
Silver Ave
Ocean Ave
Twenty Fifth Ave
Park Presidio Blvd
Sunset Blvd
Nineteenth Ave
Junipero Serra Blvd
Lake Merced Blvd
Skyline Blvd
Brotherhood Way
Divisadero St
Masonic Ave
Van Ness Ave
Union St
Broadway
Powell St
Market St
Mission St
Fell St
Oak St
Church St
Valencia St
Potrero Ave
Third St
Army St
Protected Residential Areas
Arterial Street
Transit Arterial
Recreational Street
Collector Street
Arterial Street That Should Become Local Street When Conditions Permit
0
ONE MILE

PLAN FOR PROTECTED RESIDENTIAL AREAS

PLAN FOR PROTECTED RESIDENTIAL AREAS: Detailed Illustrations

These two pages illustrate some of the means by which the speed and volume of traffic can be reduced on residential streets. The designs shown are simple prototypes. When used in combination and adapted to specific streets, such methods can significantly discourage heavy, fast and through traffic and divert vehicles to arterial streets. In many cases, too, these designs can improve the visual quality of residential neighborhoods and provide usable open space for landscaping, playgrounds and sitting areas.



Policy 3

Provide adequate lighting in public areas.

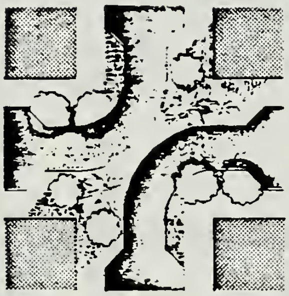
In order to reduce the hazards of traffic at night, and to provide security from crime and other dangers, public areas should have adequate lighting. Although the need for lighting is general, special attention should be given to crosswalks and to pathways in parks and around public buildings. Care should be taken to shield the glare of any such lighting from residential properties.

Policy 4

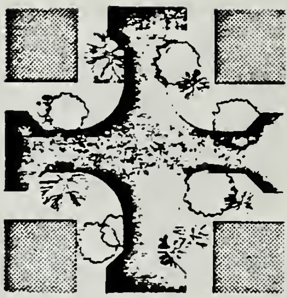
Design walkways and parking facilities to minimize danger to pedestrians.

Pedestrian walkways should be sharply delineated from traffic areas, and set apart where possible to provide a separate circulation system. Where necessary and practical, the separation should include landscaping and other barriers, and walkways should pass through the interiors of blocks. Walkways that cross streets should have pavement markings and good sight distances for motorists and pedestrians.

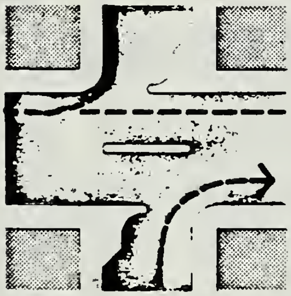
Driveways across sidewalks should be kept to a practical minimum, with control maintained over the number and width of curb cuts. Barriers should be installed along parking lots to avoid encroachments on sidewalks, with adequate sight distances maintained at driveways. Truck loading should occur on private property rather than in roadways or on sidewalks, and sidewalk elevators should be discouraged. Residential parking should be as close as possible to the dwellings served, with adequate lighting along the walking route from the parking to the dwellings.



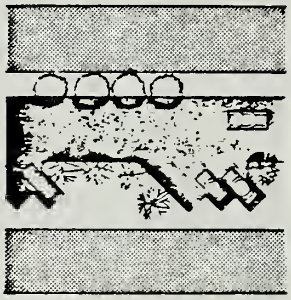
1 Diverters at intersections to prevent traffic from following a straight and through path



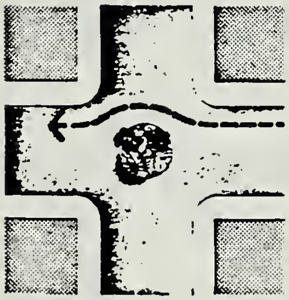
2 Narrowing of the pavement at intersections to slow traffic, reduce the length of crosswalks and increase the caution of drivers



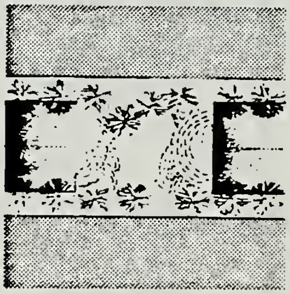
3 Controlled access to and from arterial streets that makes the local streets discontinuous



4 Narrowing of the roadway without loss of parking spaces by alternating of landscaped areas with diagonal parking



5 Highly visible landscaped islands to slow traffic at intersections



6 Closing of a small section of street to traffic, with access still provided for emergency vehicles

Feeling of Neighborhood

Policy 5

Provide adequate maintenance for public areas.

In view of the importance attached to the cleaning, paving and other maintenance of streets as an index of neighborhood upkeep, and as a stimulant to private improvements, these types of programs should be carried on continuously and effectively.

The same degree of maintenance should be accorded to parks, buildings and other public facilities. In both the initial design and the upkeep of these facilities, the image of government and of its role in the community should be made attractive and inviting. Special attention should be given to the landscaping of public buildings.

Policy 6

Emphasize the importance of local centers providing commercial and government services.

Local centers for shopping, government services and congregation of people should stand out in their areas. Landscaping, distinctive pavement and other features will help to emphasize these centers. Along shopping streets pedestrian interest should be maintained by continuous store frontages. Government services for the local area, such as offices and libraries, should occupy the same center as the commercial activities.

Policy 7

Encourage and assist in voluntary programs for neighborhood improvement.

Neighborhood participation in programs for the physical improvement of residential and shopping areas assures an additional measure of pride and satisfaction in the results, and helps to stimulate continuous maintenance of the improvements. Such stimulation of neighborhood interest may make unnecessary more drastic action for upgrading of the area at some future time.

Programs that can make use of both voluntary work and government assistance include street tree planting and development of small parks and other recreation facilities. Where possible, significant public improvements in street areas should be accompanied by financial and design assistance to property owners under programs such as the Federally Assisted Code Enforcement Program which assure the coordinated upgrading of an entire neighborhood.

Opportunity for Recreation

Policy 8

Provide convenient access to a variety of recreation opportunities.

As many types of recreation space as possible should be provided in the city, in order to serve all age groups and interests. Some recreation space should be within walking distance of every dwelling, and in more densely developed areas some sitting and play space should be available in nearly every block. The more visible the recreation space is in each neighborhood, the more it will be appreciated and used.

Recreation space at a greater distance should be easily accessible by marked driving routes, and where possible by separated walkways and bicycle paths. Larger recreation areas should be highly visible. San Francisco Bay is included among the major recreation resources of the city, and visual and physical access to the Bay should be increased, with a maximum interface of land and water made available in new developments having public access.

All possible means of providing recreation facilities should be explored. Some historic buildings and their sites have such a potential. Many commercial areas have a semi-recreational aspect, and this aspect should be recognized and strengthened. Where possible, new facilities such as parking garages in more intensively developed parts of the city should have recreation space placed above them.

Policy 9

Maximize the use of recreation areas for recreation purposes.

Parks provide their greatest service to the community when they bring a sense of nature to city residents. Recreation facilities suited to each park and its neighborhood should be installed and maintained, while facilities not primarily intended for recreation or not requiring a park location should be placed outside the park system.

Automobile traffic in parks should be minimized, and where possible means of transportation other than automobiles should be provided in larger parks. Automobile parking should occur at the edges of parks, preferably outside the park boundaries. Parking lots and other visually distracting uses should be screened from the areas devoted to recreation.

Policy 10

Encourage or require the provision of recreation space in private development.

As the city grows more intensive, much of the new area for recreation will have to be provided on private property, whether for individual developments or for the public at large. This recreation space may be of many types.

Recreation space should be provided in large developments, especially in areas of high population and building density. In the downtown area, well-designed plazas with public access and good exposure to sunlight serve this function. In apartment developments, some of the recreation needs of the occupants should be satisfied on the site itself, if necessary by joint use of space by several properties in the block. New developments along the shoreline of the Bay should whenever possible provide recreation space or general public access to the Bay.

Policy 11

Make use of street space and other unused public areas for recreation.

Walking along neighborhood streets is the most common form of recreation. The usefulness of streets for this purpose can in many cases be improved by widening of sidewalks and installation of simple improvements such as benches and landscaping. Such improvements can often be put in place without narrowing of traffic lanes by use of parking bays with widening of sidewalks at the intersections and at other points unsuitable for parking.

Streets that have roadways wider than necessary, and streets that are not developed for traffic because of their steepness, provide exceptional opportunities for recreation. These areas can be developed with playgrounds, sitting areas, viewpoints and landscaping that make them neighborhood assets and increase the opportunities for recreation close to the residents' homes.

Visual Amenity

Policy 12

Install, promote and maintain landscaping in public and private areas.

Trees and other landscaping are a recurring theme in these policies, for they add to nearly any city environment. Both public and private efforts in the installation and maintenance of landscaping should be increased.

In residential areas, side yards and setbacks provide the best opportunities for landscaping visible in public areas. If no such space exists, then trees should be placed in the sidewalk area, preferably in the ground. Care should be taken to select species of trees suitable to each location. The most visible points, such as street intersections, should be given special attention.

Other unused opportunities for landscaping exist on exposed banks, usually along roadways. Where it is feasible, these should be planted and maintained by the public or private owners of the land. Portions of parks that are unlandscaped should also be considered for new planting, especially when the areas are visible from nearby neighborhoods.

Policy 13

Improve pedestrian areas by providing human scale and interest.

In addition to landscaping, other features along the streets add to the comfort and interest of pedestrians. Sidewalk paving and furnishings, if designed in a unified way, make walking more pleasurable. Gentle changes in level have the same effect. In commercial areas, continuous and well-appointed shop windows and arcades are invitations to movement. Little-used alleys can be improved as walkways, and new promenades put through blocks in new development. Greater comfort should also be provided at transit stops, where benches and shelters can be placed on sidewalks and on private property.

Policy 14

Remove and obscure distracting and cluttering elements.

No other element in the street environment is more disrupting than exposed parking. Parking lots and open parking decks break the building facades and stand as large voids in visual interest. Exposed vehicles clutter the pedestrian's view and reduce the sidewalk to a narrow corridor between rows of automobiles. Parking should, wherever possible, be placed beneath or behind buildings or else screened from view by landscaping, walls or fences. The screening should be designed to restore to the street some of the visual interest that has been taken away by the removal of buildings.

Signs are another leading cause of street clutter. Where signs are large, garish and clashing they lose their value as identification or advertising and merely offend the viewer. Often these signs are overhanging or otherwise unrelated to the physical qualities of the buildings on which they are placed. Signs have an important place in an urban environment, but they should be controlled in their size and location.

Other clutter is produced by elements placed in the street areas. The undergrounding of overhead wires should continue at the most rapid pace possible, with the goal the complete elimination of such wires within a foreseeable period of time. Every other element in street areas, including public signs, should be examined with a view toward improvement of design and elimination of unnecessary elements.

Policy 15

Protect the livability and character of residential properties from the intrusion of incompatible new buildings.

Whatever steps are taken in the street areas, they may be lost in the changed atmosphere produced by new buildings. Human scale can be retained if new buildings, even large ones, avoid the appearance of massiveness by maintaining established building lines and providing human scale at their lower levels through use of texture and details. If the ground level of existing buildings in the area is devoted to shops, then new buildings should avoid breaking the continuity of retail space.

In residential areas of lower density, the established form of development is protected by limitations on coverage and requirements for yards and front setbacks. These standards assure provision of open space with new buildings and maintenance of sunlight and views. Such standards, and others that contribute to the livability and character of residential neighborhoods, should be safeguarded and strengthened.

SAN FRANCISCO MASTER PLAN

COMMUNITY SAFETY

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THE COMMUNITY SAFETY PLAN WAS ADOPTED BY RESOLUTION 7241 OF THE SAN FRANCISCO CITY PLANNING COMMISSION ON SEPTEMBER 12, 1974.

SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1 LIFE SAFETY

REDUCE HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE EARTHQUAKES.

POLICY 1
Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of use, importance of the use to public safety and welfare, and density of occupancy.

POLICY 2
Initiate orderly abatement of hazards from existing buildings and structures.

POLICY 3
Abate existing hazards in all critical community facilities; where it is not feasible to abate hazards to existing facilities in special geologic study areas, move them to new safer locations; limit location of new facilities to sites outside special geologic study areas unless no viable alternative exists.

POLICY 4
Require geologic or soil engineering site investigations, and compensating structural design based on findings, for all structures in special geologic study areas.

POLICY 5
Modify permitted land uses and types of structures, where appropriate, according to geologic factors and consistent with the levels of acceptable risk.

POLICY 6
Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design.

POLICY 7
Support seismic research through appropriate actions by all public agencies.

OBJECTIVE 2 PRESERVATION

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.

POLICY 1
Retain the architectural design character of buildings and structures in the renovation work required for abatement of hazards to life safety.

OBJECTIVE 3 EMERGENCY OPERATIONS

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.

POLICY 1
Maintain a local agency for the provision of emergency services to meet the needs of San Francisco.

POLICY 2
Develop and maintain viable, up-to-date departmental emergency operations plans, with necessary equipment, for operational capability of all emergency service agencies and departments.

POLICY 3
Maintain and expand agreements for emergency assistance from other jurisdictions to ensure adequate aid in time of need.

POLICY 4
Establish and maintain an adequate emergency operations center.

POLICY 5
Maintain and expand the City's fire-prevention and fire-fighting capability.

POLICY 6
Establish a system of emergency access routes for both emergency operations and evacuation needs.

POLICY 7
Provide continuing public education regarding emergency procedures.

OBJECTIVE 4 RECONSTRUCTION

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

POLICY 1
Maintain the sound and rational redevelopment of San Francisco, following a major disaster, by rebuilding in accordance with established Comprehensive Plan objectives and policies, appropriate City codes, and other community concerns and needs.

POLICY 2
Adopt contingency legislation to provide for anticipated needs following a disaster and to reduce pressures for unnecessarily rapid reconstruction.

POLICY 3
Create a Reconstruction Planning Committee to insure that development following a major disaster takes place in a timely fashion according to established objectives and policies.

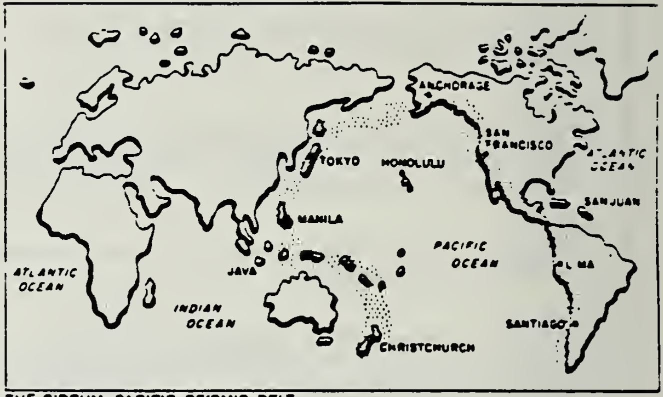
Introduction

Comprehensive considerations of seismic hazards have long been neglected in California. The San Fernando earthquake of February 9, 1971, provided the impetus to spur public action to remedy this situation. Legislation was adopted at the State level requiring city and county general plans to include a seismic safety element and a safety element. The legislation called for "an identification and appraisal of seismic hazards" by a seismic safety element and "the protection of the community from fires and geologic hazards" by a safety element.

The requirements for the two closely related general plan elements have been addressed in the COMMUNITY SAFETY ELEMENT of the Comprehensive Plan of San Francisco. The purpose of this element is to provide the basis for inclusion of geologic and fire hazard concerns in the planning-development process. The fundamental goal of the element is to establish ways to reduce the risk to San Franciscans from geologic and fire hazards.

BACKGROUND

Most of the State of California lies within a band which covers only a small portion of the earth's surface but has within it 80 per cent of world seismic, or earthquake, activity. This band is the Circum-Pacific Seismic Belt, or the "Ring of Fire", so-called because the majority of the earth's volcanoes occur within this belt.


ANCHORAGE
SAN FRANCISCO
ATLANTIC OCEAN
TOKYO
HONOLULU
SAN JUAN
MANILA
PACIFIC OCEAN
ATLANTIC OCEAN
JAVA
LIMA
INDIAN OCEAN
SANTIAGO
CHRISTCHURCH

THE CIRCUM-PACIFIC SEISMIC BELT
Source November 1971 California Geology

An understanding of why this seismic activity is on one relatively narrow strip has emerged only in the last decade. It appears that the earth's surface is a mosaic of perhaps twenty huge blocks or segments. Pushed or pulled by titanic forces, these segments -- geologists call them "plates" -- slowly drift. The place of contact, or movement, between two plates is called a fault or fault zone. The well-known San Andreas Fault is where the Pacific Plate and the North American Plate make contact.

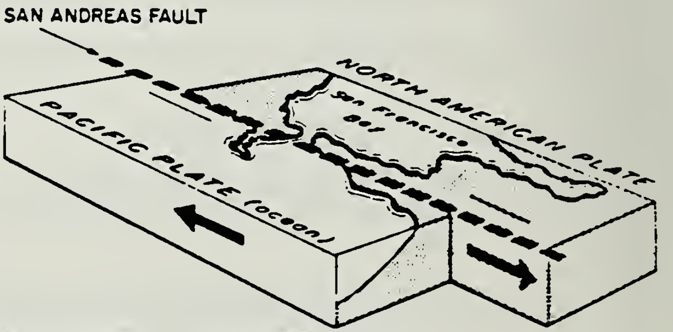
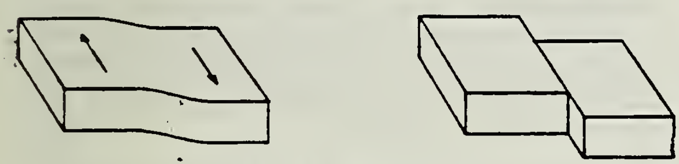
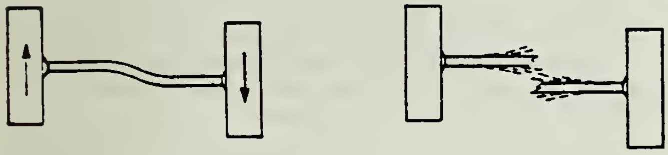

SAN ANDREAS FAULT
NORTH AMERICAN PLATE
San Francisco Bay
PACIFIC PLATE (ocean)

PLATE MOVEMENT ALONG SAN ANDREAS FAULT
Source IEEE Spectrum, September 1973

In some cases plates slide smoothly past each other, causing what earth scientists call fault "creep": that is, the slow, steady movement of one plate in relation to another. In other cases, tremendous pressure along the plate borders creates a friction which does not allow movement; the plate edges lock. However, the plates themselves continue to advance, bending the rock at the boundary until the strain is too great. Then the rock snaps along the fault and shifts violently back toward equilibrium, like a bent stick breaking. This shifting rock causes the devastating shock waves we know as an earthquake.



Rock snapping



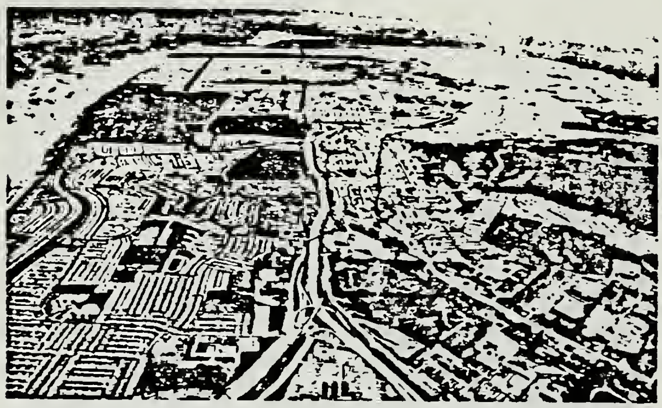
Bent stick breaking

Even though the shock waves generated by earthquakes may travel for great distances, they originate within or directly on active faults. Such a shock wave originating on an active fault can have a widespread effect upon the earth as it spreads from its point of origin. If the shock were centered under the ocean -- for instance along a fault somewhere in the Pacific Ocean between Hawaii and the Mainland -- it might create a seismic sea wave or tsunami. These are also commonly known as tidal waves; however, this is incorrect as a tsunami is generated by seismic activity, not tidal action. Tsunamis gain in velocity as they travel, potentially moving at more than 400 miles per hour and reaching a maximum vertical run-up, or height, of more than 35 feet. There is also an inland cousin of the tsunami called a seiche; a seiche could occur in enclosed bodies of water such as bays, lakes, reservoirs and large water tanks.

The most common expression of earthquakes is ground shaking. The shaking occurs as shock waves generated by the snapping of two rock "plates" move through the materials of the earth's crust. The strength and duration of a shock wave will vary according to the types of earth materials the wave is passing through. For example, the wave will pass rapidly through solid rock but will pass more slowly and increase in intensity through bay mud. Therefore, the degree of ground shaking is dependent upon both the proximity to the fault and the composition of the underlying geologic formations.

In the broadest sense, the structures of man are the key factor in an analysis of earthquake hazards. In an open meadow, it would usually be possible to ride out the most massive earthquake in relative safety. It is the structures built by man in seismic areas which create hazardous situations.

In these areas all structures are affected by geologic hazards of some kind. Ground shaking, and the transmission of earthquake vibrations from the ground into structures, is the most universal hazard, and such shaking may cause structural collapse. All areas of San Francisco will be subject to some degree of ground shaking in a large earthquake. Because buildings respond in different ways, depending upon the type of construction and foundations, and the type of soil the building is resting on, proximity to a fault may not be the key indicator of damage potential. The 1906 earthquake caused the most severe damage from ground shaking in the northeast corner of San Francisco, the area farthest from the San Andreas Fault.



Unlike most areas of California, San Francisco is an almost totally constructed city; its borders have been defined for more than 100 years and very little land is left undeveloped. Many other cities still have the opportunity to limit or modify construction on sites of potential geologic risk. San Francisco must begin to approach the problem of seismic hazards by considering the interaction between already existing structures and their underlying geology. This is the most important factor in the determination of the direction for seismic hazard considerations in San Francisco. These considerations must include: (1) an identification and resolution of possible hazards in existing urban development, and (2) a determination of guidelines for future development.

SEISMIC INVESTIGATIONS

Investigations have been undertaken by the Department of City Planning and structural and geologic consultants to determine the nature, scope and effects of seismic hazards in San Francisco. Fundamental to the consideration of seismic hazards is an evaluation of the geologic environment of the city; closely related is an evaluation of structures, both buildings and other structures, including "lifelines" -- the essential public systems, facilities and utilities such as bridges and roadways, hospitals, and water supply.

Investigation of emergency operations is another important factor in an analysis of community safety. This investigation explored the state of preparedness in San Francisco to respond to community needs in the event of a disaster.

The fourth major area of investigation was directed towards the evaluation of planning needs for post-disaster reconstruction. Problems faced by other cities following a major earthquake, and other factors, were studied to determine what should be anticipated in San Francisco and appropriate actions that could be taken.

GEOLOGIC INVESTIGATION

In an active earthquake area such as San Francisco, the underlying geology poses a potential hazard to structures and property. The geologic study identified, described and analyzed geologic and seismological factors of earthquake hazards within San Francisco.

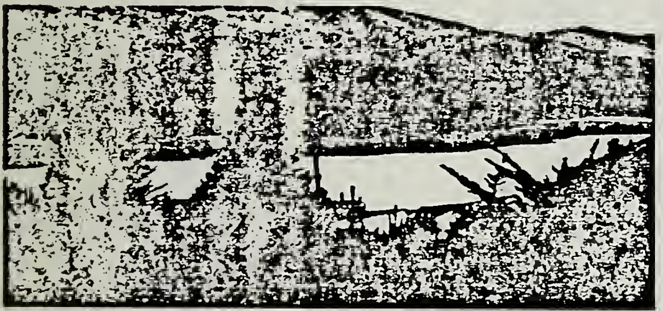
A generalized geologic map has been compiled, which combines multiple factors, such as the location and extent of major geologic formations in San Francisco that have distinctive engineering characteristics and fault locations; this map serves as a basis for the identification and evaluation of individual geologic factors.

These factors are mapped to define areas of specific hazards or potential hazards, with accompanying descriptions. Each map presents a separate geologic factor to reduce possible misinterpretation of the information.

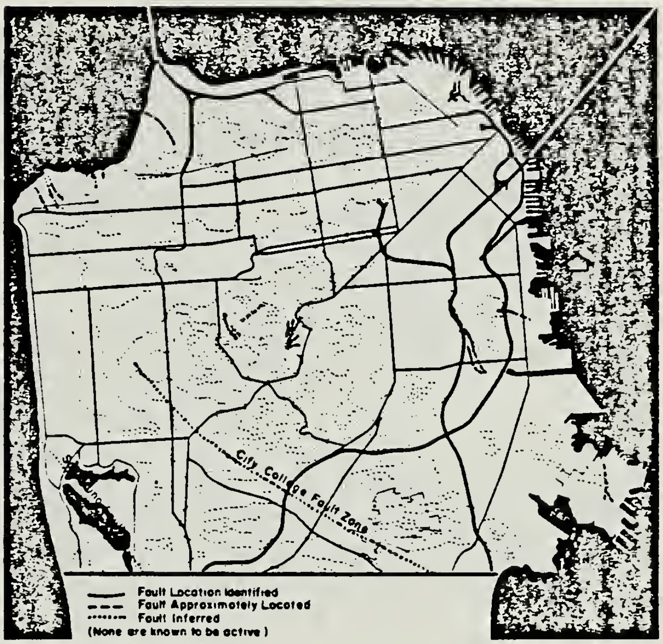
FAULTS

No active faults are known to exist within San Francisco. Ancient, inactive faults (that is, those faults which have had no movement in the last 10,000 years) are identified; none is considered capable of producing as large an earthquake as has occurred on the San Andreas Fault, and none is expected to move in any foreseeable future earthquake.

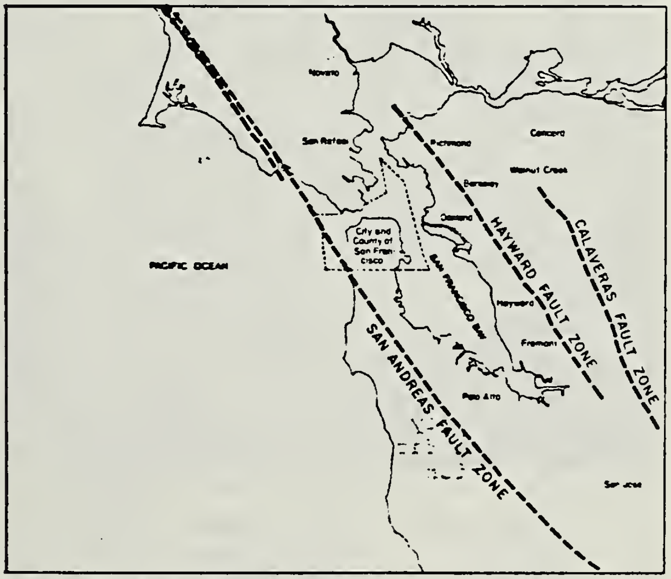
If an earthquake were to have a major effect in the San Francisco Bay Area, it would probably originate on or near either the San Andreas Fault along the Pacific Coast or the Hayward or Calaveras Faults in the East Bay.



Crystal Springs Reservoir, San Mateo County, formed by the underlying San Andreas Fault

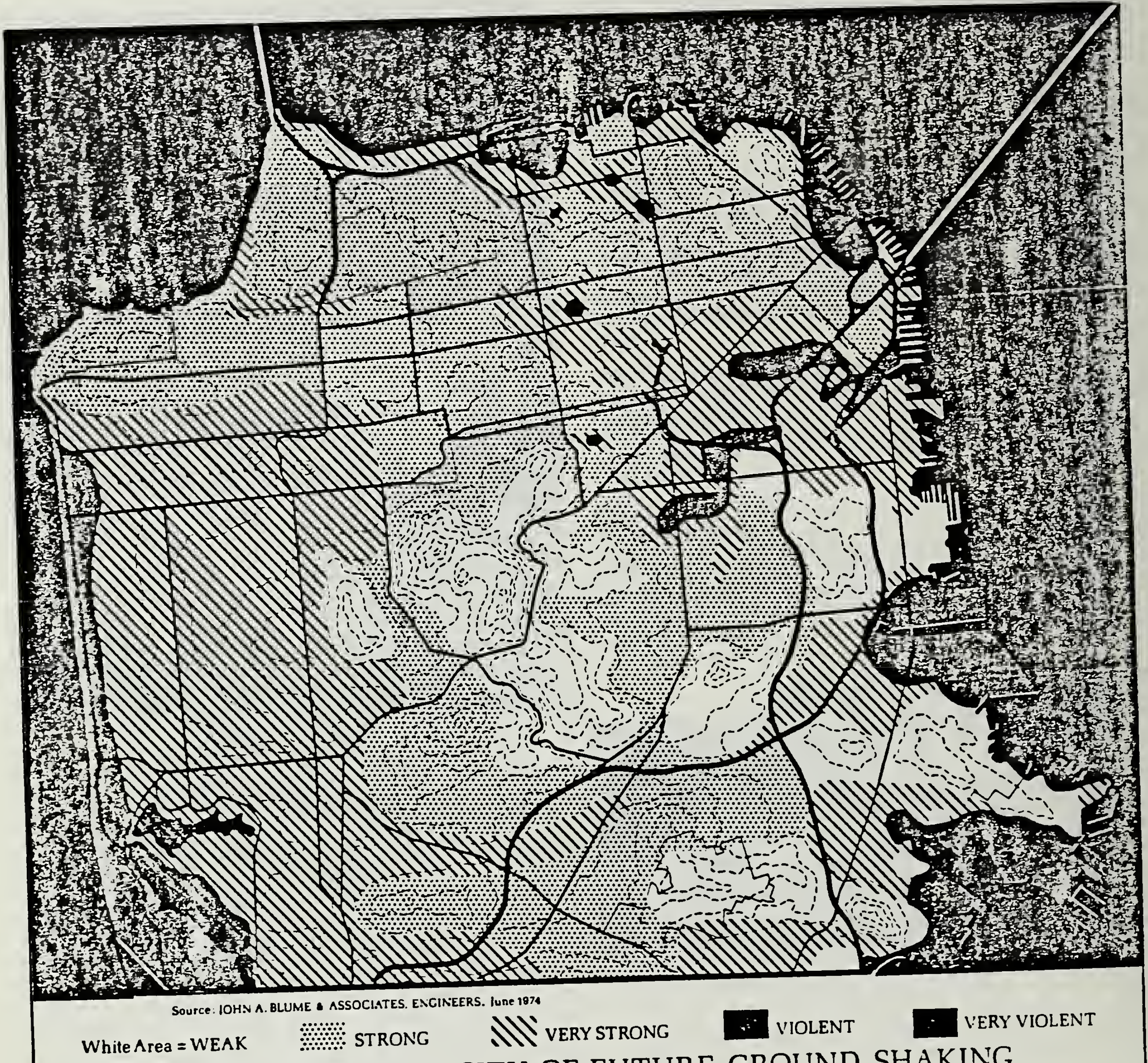

City College Fault Zone
Fault Location Identified
Fault Approximately Located
Fault Inferred
(None are known to be active)

FAULT LOCATION IDENTIFIED


Novato
San Rafael
Richmond
Concord
Walnut Creek
Berkeley
Oakland
City and County of San Francisco
PACIFIC OCEAN
SAN FRANCISCO BAY
HAYWARD FAULT ZONE
CALAVERAS FAULT ZONE
Hayward
Fremont
SAN ANDREAS FAULT ZONE
Palo Alto
San Jose

ACTIVE FAULTS IN SAN FRANCISCO BAY AREA

Source U S Geological Survey / J Schlocker 1970


White Area = WEAK
STRONG
VERY STRONG
VIOLENT
VERY VIOLENT

Source: JOHN A. BLUME & ASSOCIATES, ENGINEERS, June 1974

ESTIMATED INTENSITY OF FUTURE GROUND SHAKING

GROUND SHAKING

Predictions of future ground shaking were based largely on analyses of the 1906 earthquake. Even though the next large earthquake may originate at a different point along the San Andreas Fault, site characteristics change little or not at all, and the distribution of ground-shaking intensity due to future earthquakes will be approximately the same as in the 1906 earthquake.

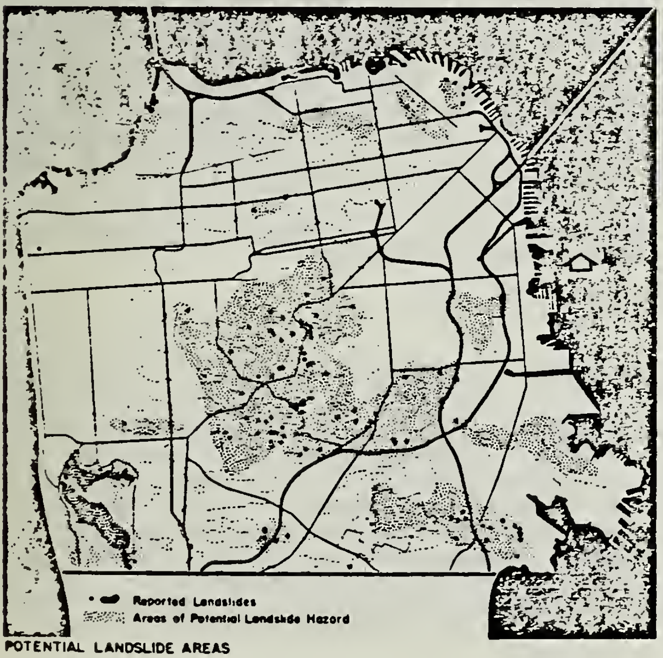
LANDSLIDE AREAS

In comparison with other parts of the Bay Area, San Francisco has had relatively few landslides. There are, however, some landslide-prone areas; the hills underlain by Franciscan-type rock are the most susceptible.

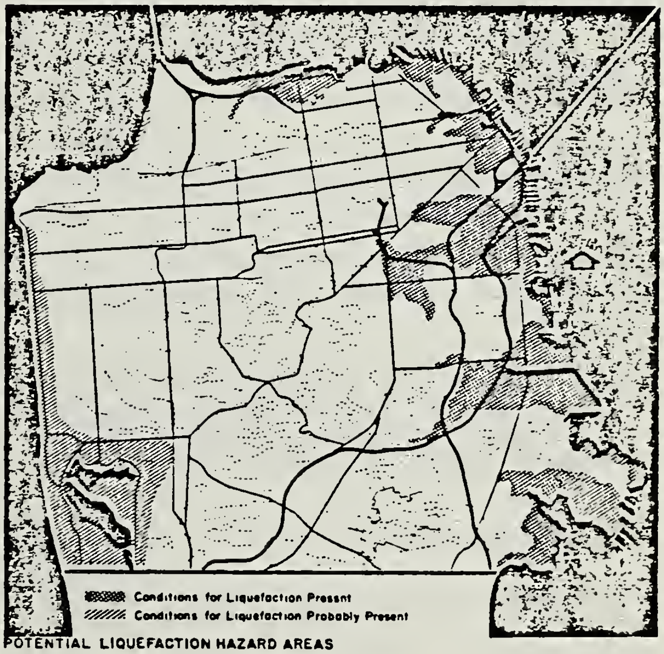
LIQUEFACTION

This ground failure phenomenon is usually associated with earthquakes of intense and prolonged ground movement. The process occurs when the ground shaking forces water between particles of loose or medium-dense materials (sands, silts), causing them to lose stability and liquefy much like quicksand. Liquefaction often causes landslides, such as those around Lake Merced in 1957, and building settlement, but only during the actual shaking. When the ground shaking stops, the soil usually returns quickly to its pre-shaking state.

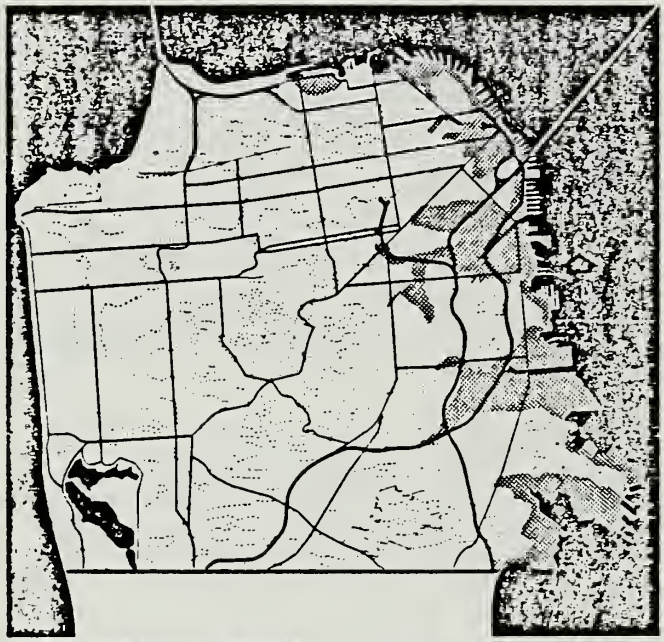
Liquefiable soils pose a substantial hazard to San Francisco. Earthquake engineering experts generally agree that a great percentage of the damage caused by the 1906 earthquake was due to the liquefaction and subsequent subsidence of man-made land.

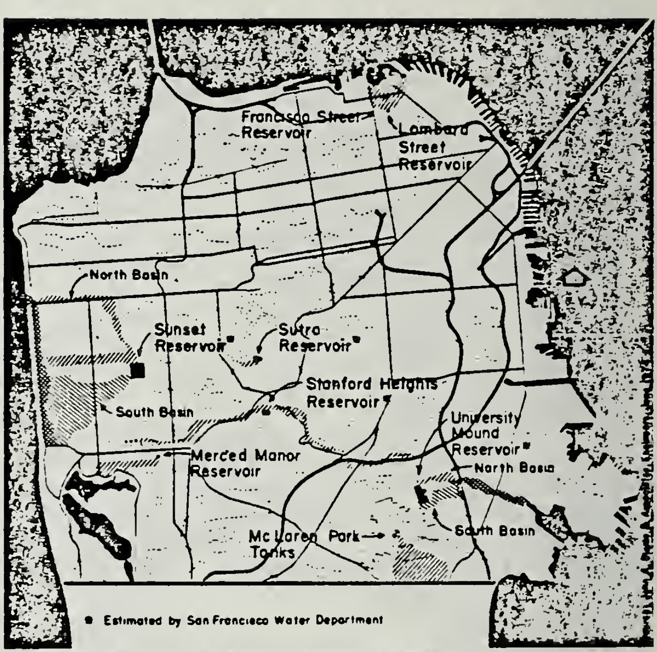


POTENTIAL LANDSLIDE AREAS


Conditions for Liquefaction Present
Conditions for Liquefaction Probably Present

POTENTIAL LIQUEFACTION HAZARD AREAS


POTENTIAL SUBSIDENCE HAZARD AREAS


Francisco Street Reservoir
Lombard Street Reservoir
North Basin
Sunset Reservoir*
Sutro Reservoir*
Stanford Heights Reservoir*
South Basin
University Mound Reservoir*
North Basin
Merced Manor Reservoir
McLaren Park Tanks
South Basin
* Estimated by San Francisco Water Department
POTENTIAL INUNDATION AREAS DUE TO RESERVOIR FAILURE

SUBSIDENCE

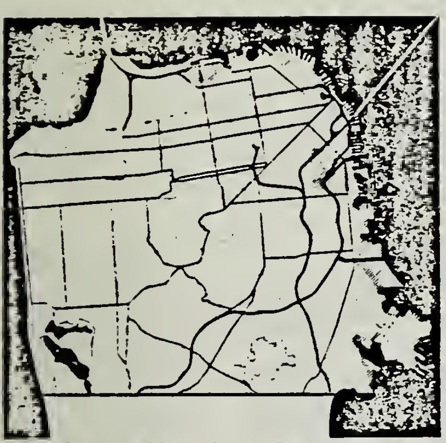
Although it can occur under static (normal) conditions, subsidence -- uneven local settlement of the ground's surface -- is frequently activated by strong ground motion, such as that from a major earthquake. In San Francisco, the subsidence hazard area is predominantly restricted to districts of "made" land, that is, land reclaimed by filling shallow water and marsh areas. In general, this comprises those low-lying filled areas in the eastern portion of the city in which the fill either is known to have subsided in the past or may subside because of underlying compressible bay muds.

RESERVOIR FAILURE

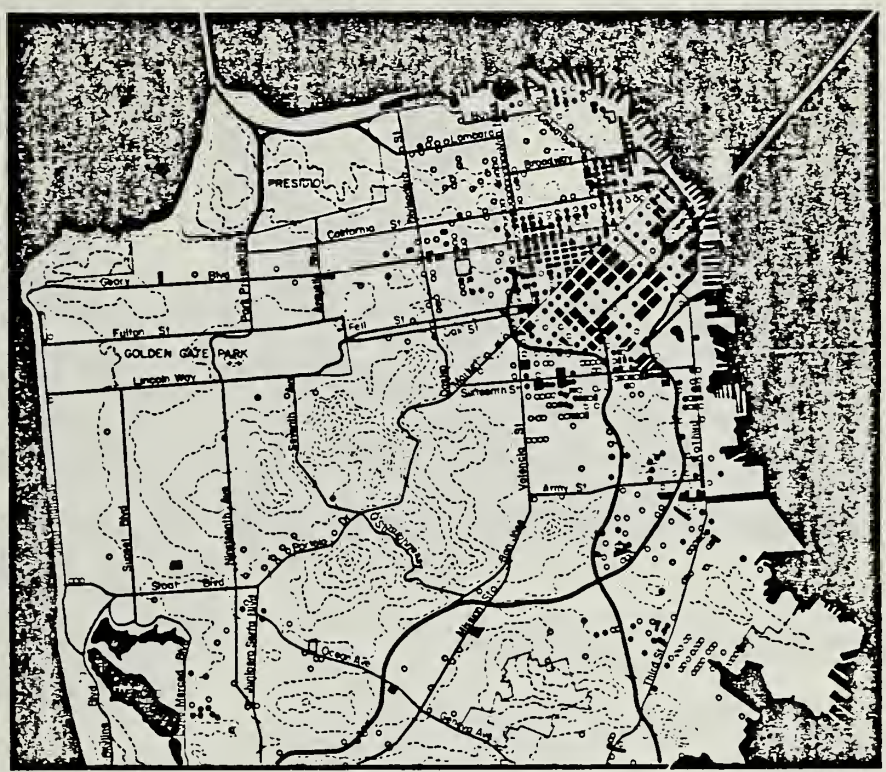
Reservoirs, which confine large volumes of water in tanks above ground or behind dams or embankments, represent a potential hazard due to failure caused by ground shaking. Inundation, or flooding, areas were calculated and mapped for large reservoirs and tanks identified as subject to possible failure from earth shaking. Evacuation plans and routes have been developed by the San Francisco Office of Emergency Services for each of these areas.

TSUNAMIS AND SEICHES

Although tsunamis have been unknown in San Francisco in recent time, an understanding of their general properties should be part of any disaster-preparedness scheme. The tsunami map indicates inundation areas from a 20-foot run-up, or wave height, the maximum probable tsunami at the Golden Gate. The maximum recorded run-up at the Golden Gate is 7.5 feet, which followed the 1964 Alaskan earthquake.



POTENTIAL TSUNAMI INUNDATION AREAS Due to 20 Foot Tsunami at the Golden Gate


PRESIDIO
Lombard
Broadway
California St
Geary Blvd
Fulton St
GOLDEN GATE PARK
Lincoln Way
Fell St
Oak St
Army St
Sloat Blvd
Ocean Ave
Geneva Ave
Sunset Blvd
Nineteenth Ave
Valencia St
Third St

SOURCE: JOHN A. BLUME & ASSOCIATES ENGINEERS June 1974

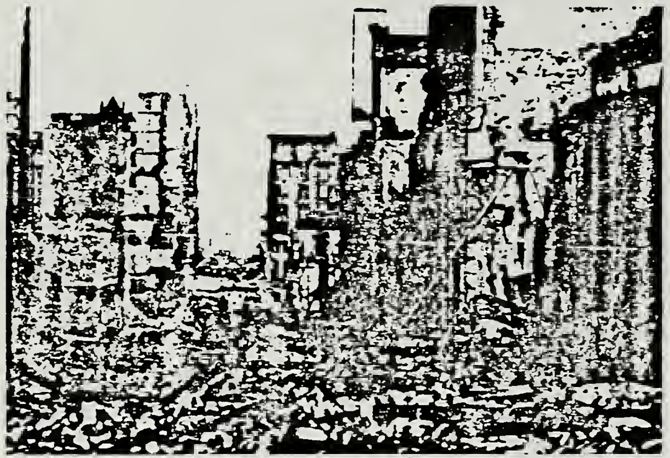
White Area: SLIGHT DAMAGE ○: MODERATE DAMAGE ●: HEAVY DAMAGE ■: SEVERE DAMAGE
☐ RECENTLY DEMOLISHED OR TO BE DEMOLISHED INFORMATION NOT AVAILABLE OR NOT IN STUDY

ESTIMATED BUILDING DAMAGE LEVELS FOR A "1906-TYPE" EARTHQUAKE

STRUCTURAL INVESTIGATION

To determine where hazards from structures might exist, an extensive evaluation of the structures existing in San Francisco in 1973 has been made. The major thrust of the study is an estimate of areas of potential damage in San Francisco that could result from a repetition of the 1906 earthquake, which originated on the San Andreas Fault and had a magnitude of 8.3 on the Richter Scale. In no case should damage intensity levels indicated on the map be applied to individual buildings; no specific analysis of any building was conducted for this evaluation. The building data used are those obtained from the Assessor's records and the damage is estimated by approximate, statistically based methods. For these reasons, damage estimated for individual buildings could vary greatly from that shown for a whole block and such estimates cannot be made from this map. The data, however, for larger areas, and for average statistical purposes, are meaningful for overall planning.

OBJECTIVES AND POLICIES FOR COMMUNITY SAFETY


San Francisco, April 1906

OBJECTIVE 1 LIFE SAFETY

REDUCE HAZARDS TO LIFE SAFETY, MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATIONS RESULTING FROM FUTURE EARTHQUAKES.

San Francisco is surrounded by major active faults. Future earthquakes capable of producing great damage and disaster are inevitable. In the broadest sense, the works of man are the principal earthquake hazards. Damage to structures subjected to ground shaking caused by earthquakes will present hazards to life safety and the economic well-being of the community.

Much is known about the resistance of structures to damage, and the ways to minimize damage, of various types of structures subject to earthquake forces. Existing technology is such that structures can be designed that are very resistant to damage from earthquake forces and will remain both structurally and operationally sound following an earthquake.

Many existing structures in San Francisco may suffer considerable damage from a major earthquake; others may suffer little or no structural damage but could be functionally inoperative. The possibility of general structure failure presents great hazard to life safety, and the operational failure of structures such as hospitals or emergency operations facilities poses an even greater degree of hazard to the community at large.

It is not possible to prevent, control, or accurately predict the time of occurrence of earthquakes. It is, therefore, important to minimize hazards to life safety and property damage in existing and new structures relative to the degree of hazard present and their importance to the well-being of the community.

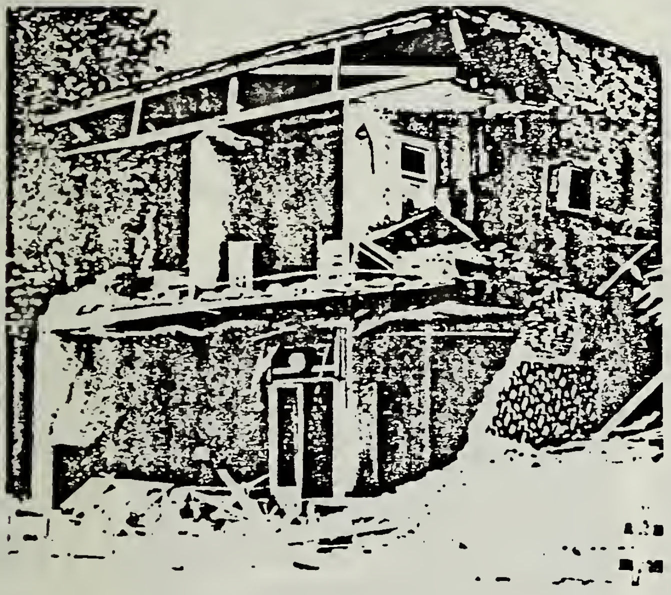
POLICY 1

APPLY A MINIMUM LEVEL OF ACCEPTABLE RISK TO STRUCTURES AND USES OF LAND BASED UPON THE NATURE OF USE, IMPORTANCE OF THE USE TO PUBLIC SAFETY AND WELFARE, AND DENSITY OF OCCUPANCY.

It is not possible to eliminate all risks to life or property from earthquake-caused damage in areas of high seismic activity. Stringent construction standards could be applied to achieve a very low level of risk; however, these could result in unbearably high social or economic costs to the community.

Landslide at Lake Merced caused by the 1957 earthquake

The application of performance standards related to the type of risk can result in a level of minimum risk appropriate to the use of each structure being considered. There has already been a public determination of a level of acceptable risk for schools and hospitals. This concept should be expanded to apply to all structures.



The determination of a level of acceptable risk should be based upon the importance of a structure to the general welfare of the community (such as hospitals), the hazard a particular use may present to the larger community (the storage of volatile goods), the intensity of use, or the density of occupancy (such as theatres, schools, and office buildings or apartments); and whether exposure to risk is a voluntary or involuntary action (as in stores, convalescent hospitals, jails). The acceptable level of risk for each type of structure must ultimately be determined by the cost the community is willing or able to expend.

Public codes, especially the City Planning Code and the Building Code, regulate land uses and set minimum standards for construction of buildings and other structures. These codes are for the purpose of providing for the general public health, safety and welfare. Amendments, where necessary, should be made to these regulatory codes to incorporate requirements needed to effect levels of acceptable risk for all structures and uses. When feasible these amendments should be retroactive to serve as the basis for hazard abatement programs, especially for critical community facilities.

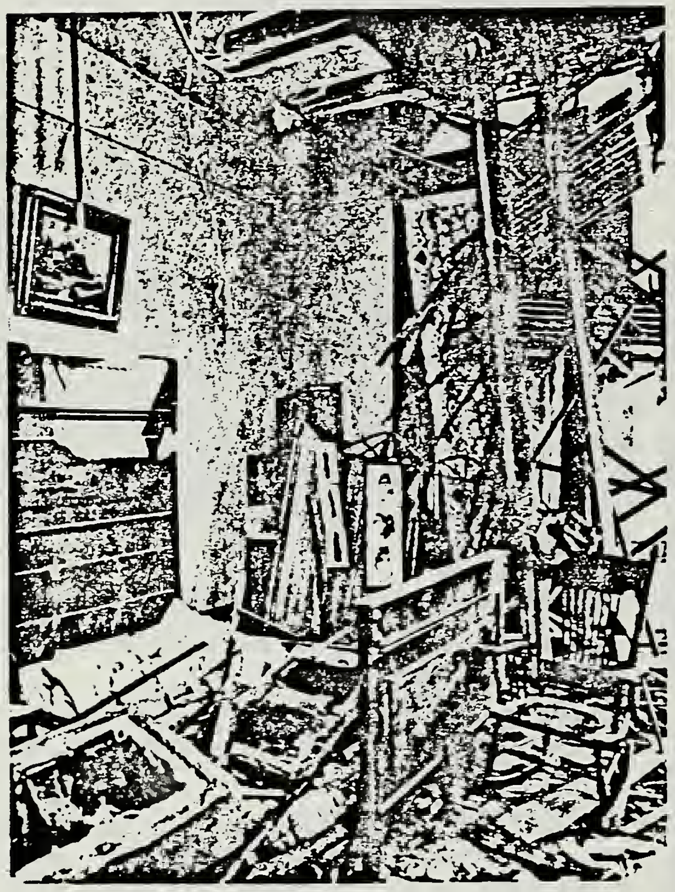
The following three classifications of criteria should be used to determine standards to achieve the minimum level of acceptable risk for all structures:

RISK LEVEL 1

- No structural collapse should occur.
- Damage may occur to interior or exterior finishes, mechanical systems, or to contents of structure.
- Applies generally to low-density, voluntary occupancy structures of wood-frame, Type 5, construction for which there is no critical community need:
  - single-family homes
  - two-family homes
  - apartment buildings
  - warehouses
  - stores
  - industrial buildings

RISK LEVEL 2

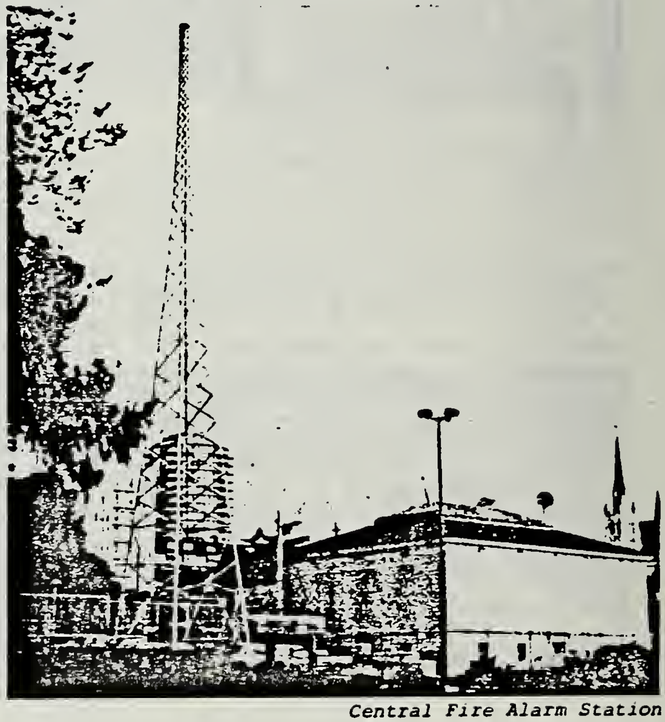
- No structural collapse or mechanical failure should occur that could cause loss of life.
- Mechanical systems may fail to operate but failure of mechanical or architectural elements such as light fixtures, pipes or ducts, suspended ceilings, or elevators should not cause loss of life.
- Failure of mechanical systems should be limited to that which can be quickly repaired with minimal outside assistance.
- Damage may occur to interior or exterior finishes or to contents of structures.
- No damage that would preclude rapid restoration to operational capability should occur.



- Applies generally to structures of medium-to-high-density occupancy and structures whose use following a disaster might be desirable but not critical:
  - •large stores
  - •theatres and other places of public
  - •assembly
  - •office buildings
  - •large apartment buildings or complexes
  - •large hotels
  - •police stations
  - •schools
  - •jails and detention centers
  - •dormitories
  - •convalescent hospitals

RISK LEVEL 3

- No structural or mechanical failure.
- Little or no damage to interior furnishings and equipment.
- Must be fully operational immediately following a major earthquake.
- Applies generally to all structures which are critical community facilities, or whose failure would present great hazards to the community:
  - •emergency operations facilities
  - •Emergency Operations Center
  - •Central Radio Station
  - •Central Fire Alarm Station
  - •Police Dispatch Headquarters
  - •Fire Battalion District Headquarters
  - •hospitals
  - •water reservoirs
  - •gas or oil storage tanks
  - •bridges
  - •public records storage structures

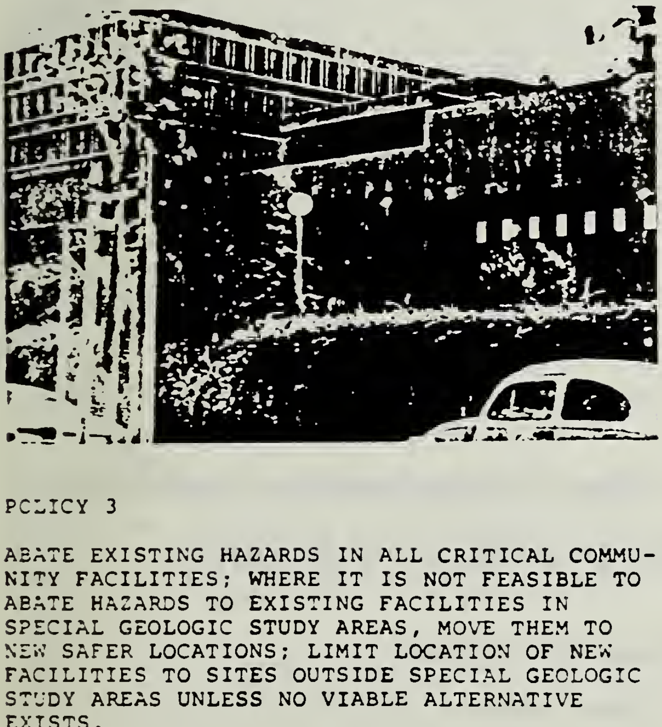


Central Fire Alarm Station

POLICY 2

INITIATE ORDERLY ABATEMENT OF HAZARDS FROM EXISTING BUILDINGS AND STRUCTURES.

Existing hazardous buildings and structures represent a threat to the lives and safety of the community that should not be continued. Actions should be taken to identify these structures, and abatement of the hazards should commence at the earliest possible time. Priority for identification and abatement of hazards should be given to (1) areas with high concentrations of potentially hazardous Pre-Code, Type C buildings; (2) areas with high population densities, and (3) those structures for which there is a critical community need.



POLICY 3

ABATE EXISTING HAZARDS IN ALL CRITICAL COMMUNITY FACILITIES; WHERE IT IS NOT FEASIBLE TO ABATE HAZARDS TO EXISTING FACILITIES IN SPECIAL GEOLOGIC STUDY AREAS, MOVE THEM TO NEW SAFER LOCATIONS; LIMIT LOCATION OF NEW FACILITIES TO SITES OUTSIDE SPECIAL GEOLOGIC STUDY AREAS UNLESS NO VIABLE ALTERNATIVE EXISTS.

Special attention should also be given to the critical facilities that are presently located in areas of potential ground movement or inundation hazard. If compensation cannot be made to assure their function, consistent with their community importance, they should be moved to new, safer locations.

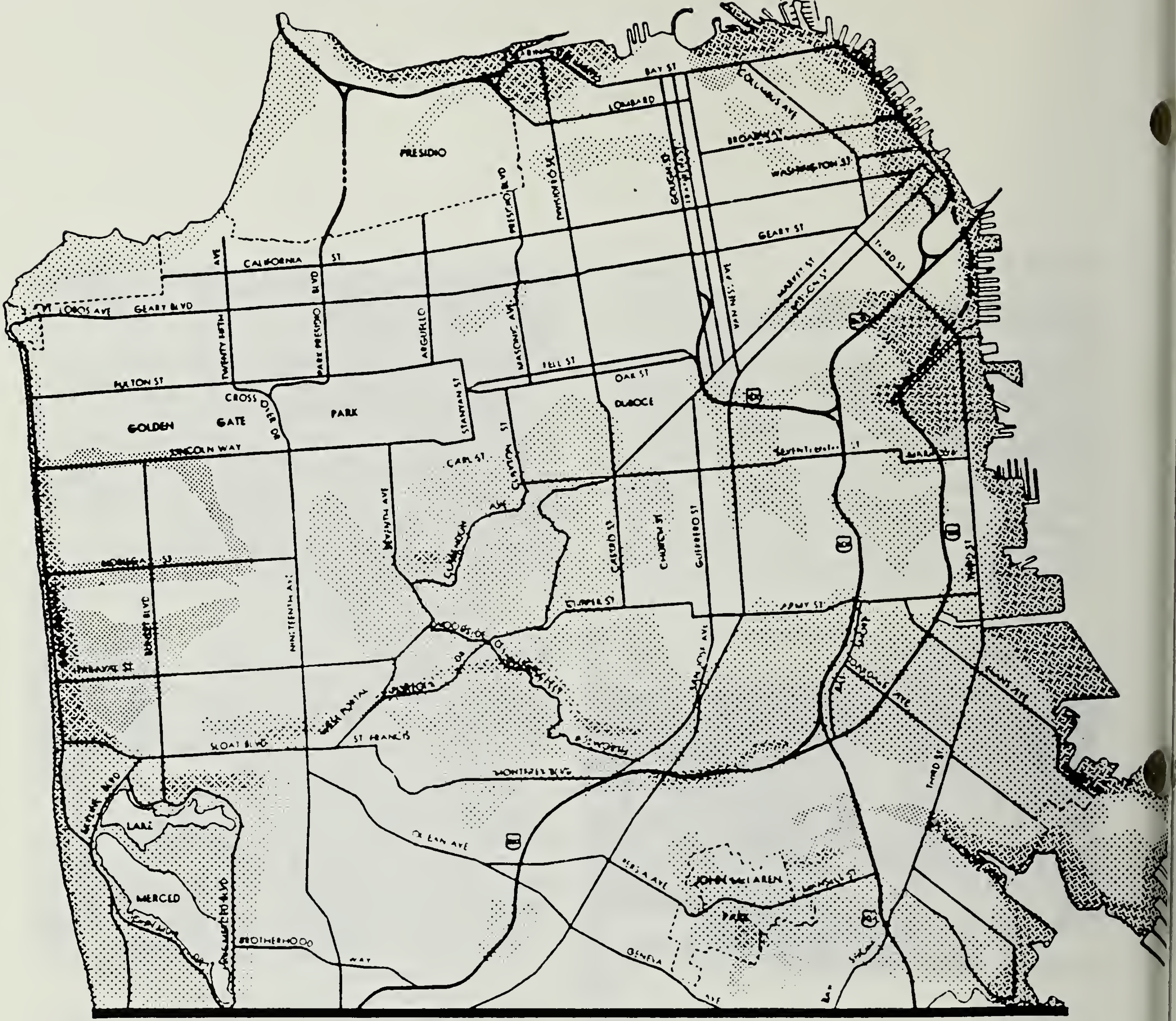
Sites for new critical community facilities should be very carefully selected. The site selection process should seek to minimize hazards to the operation of the facility and the costs that are required for proper construction. To achieve this, priority for selection of sites should be given to locations outside of Special Geologic Study Areas. If sites within the special study areas would be especially advantageous, special engineering design should be included to assure that identified risks have been ameliorated.

POLICY 4

REQUIRE GEOLOGIC OR SOIL ENGINEERING SITE INVESTIGATIONS, AND COMPENSATING STRUCTURAL DESIGN BASED ON FINDINGS, FOR ALL NEW STRUCTURES IN SPECIAL GEOLOGIC STUDY AREAS.

The Special Geologic Study Areas include all areas of San Francisco in which one or more potential geologic hazards exist. Potential land movement hazards, potential inundation hazards, or both, may be present for any site within these areas. Special site investigations should be required in these potential hazard areas to determine the actual hazard, if any, for all proposed new development. Based upon the finding of the site investigation and determination of type and degree of hazard present, appropriate engineering design should be required to ameliorate the hazard. If proper engineering design is not technically or economically feasible, development of the site should not be permitted.

Increased concentrations of people in areas of potential geologic hazards increases the possibility of injury or loss of life. Special evaluations must be made to determine the appropriateness for expansion of existing uses in the Special Geologic Study Areas. Only if determination is made that adequate safety, consistent with the levels of acceptable risk, can be assured should expansion be allowed.


PRESIDIO
BAY ST
LOMBARD
COLUMBUS AVE
BROADWAY
WASHINGTON ST
GEARY ST
CALIFORNIA ST
LOBOS AVE
GEARY BLVD
THIRD ST
MARKET ST
VAN NESS AVE
GOUGH ST
PRESIDIO BLVD
TWENTY FIFTH AVE
PARK PRESIDIO BLVD
ARGUELLO
MASONIC AVE
FULTON ST
FELL ST
OAK ST
DUBOCE
CROSS
GOLDEN
GATE
PARK
STANYAN ST
LINCOLN WAY
CARL ST
CLAYTON ST
SEVENTH AVE
CASTRO ST
CHURCH ST
GUERRERO ST
NORIEGA ST
SUNSET BLVD
NINETEENTH AVE
TARAVAL ST
CLIPPER ST
ARMY ST
SAN JOSE AVE
SLOAT BLVD
ST FRANCIS
MONTEREY BLVD
OCEAN AVE
LAKE
MERCED
BROTHERHOOD WAY
GENEVA
JOHN McLAREN
PARK
THIRD ST

SPECIAL GEOLOGIC STUDY AREAS

░ **Potential Inundation Hazards**

░ **Potential Ground Failure Hazards**

▒ **Potential For Both Ground Failure And Inundation Hazards**

POLICY 5

MODIFY PERMITTED LAND USES AND TYPES OF STRUCTURES, WHERE APPROPRIATE, ACCORDING TO GEOLOGIC FACTORS AND CONSISTENT WITH THE LEVELS OF ACCEPTABLE RISK.

Thorough integration of geologic factors in the regulation of land and structures should be made to further protect life and property and assure the most positive relationship of geologic environment and the type and uses of structures.

POLICY 6

REVIEW AND AMEND AT REGULAR INTERVALS ALL RELEVANT PUBLIC CODES TO INCORPORATE THE MOST CURRENT KNOWLEDGE AND HIGHEST STANDARDS OF SEISMIC DESIGN.

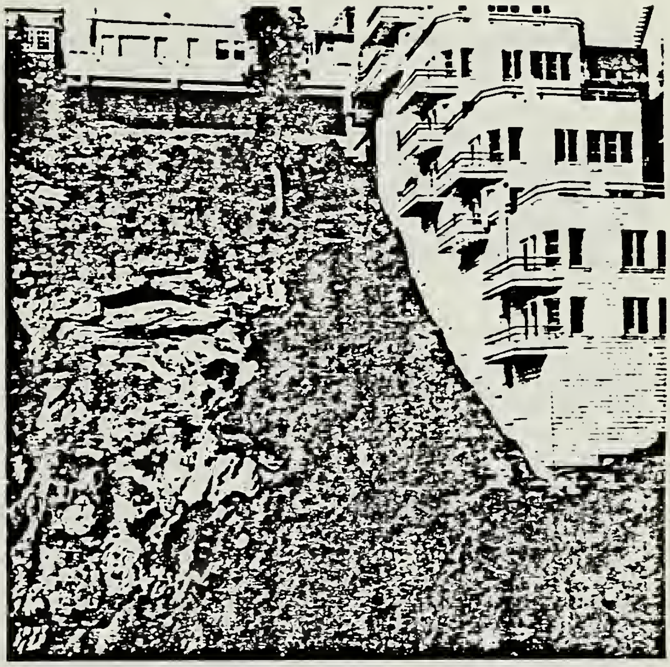
It is essential to the public safety and welfare that codes regulating the construction of buildings and structures incorporate the latest knowledge and standards for seismic design. As practical application of this knowledge becomes possible it should be incorporated in appropriate codes. In particular, action should be taken to amend codes relative to improved standards for design of lifeline systems, impact of geologic environments on land uses, and inclusion of anticipated ground shaking factors in standards for engineering design of buildings and structures.

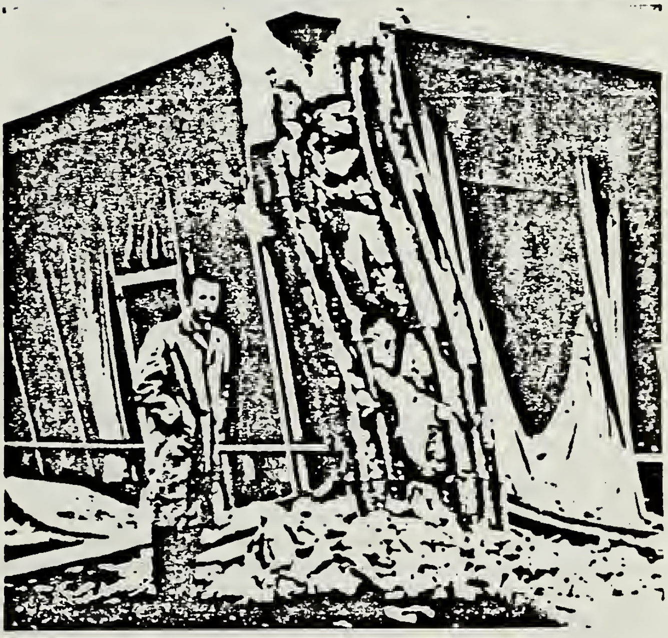
POLICY 7

SUPPORT SEISMIC RESEARCH THROUGH APPROPRIATE ACTIONS BY ALL PUBLIC AGENCIES.

Understanding of earth movement forces, and in turn the ways they affect the design of structures, provides the means for improved standards to better assure the public safety. For this reason the public interest is served through continuing and expanded research programs.

Public agencies should support existing seismic research programs and encourage new programs by appropriate actions in their area of responsibility. Particular efforts should be made to assure the completion and continued maintenance of the strong-motion instrumentation program in San Francisco.





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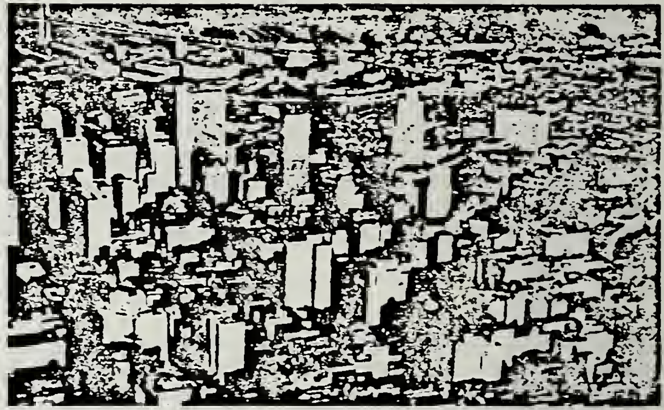
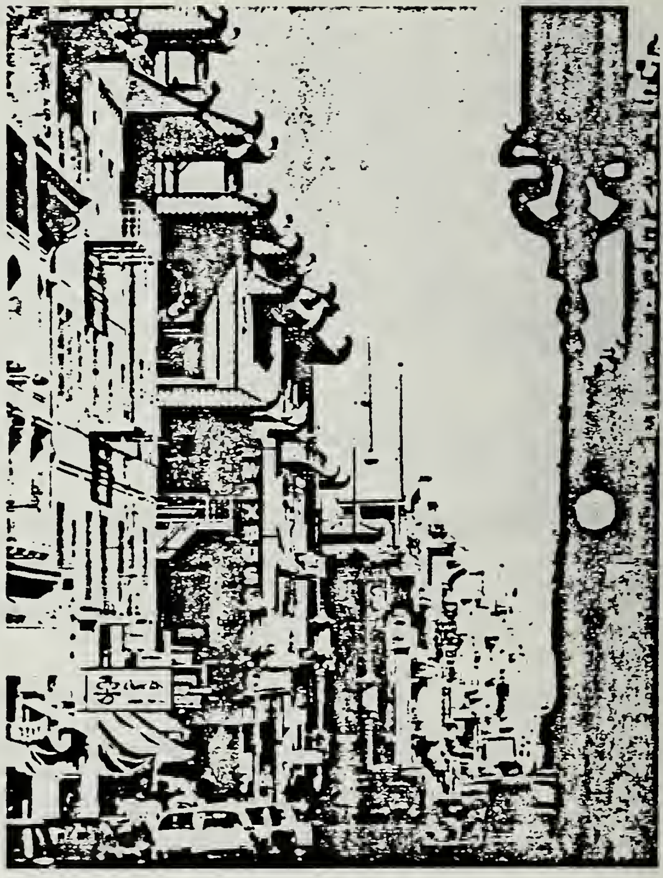
OBJECTIVE 2 PRESERVATION

PRESERVE, CONSISTENT WITH LIFE SAFETY CONSIDERATIONS, THE ARCHITECTURAL CHARACTER OF BUILDINGS AND STRUCTURES IMPORTANT TO THE UNIQUE VISUAL IMAGE OF SAN FRANCISCO.



The qualities that make San Francisco a special and unique city are many. One of those very important qualities is the style and design characteristics of the city's older buildings. Some of these date from the 1800's but most were built in the early 1900's. These buildings and structures, by present standards and knowledge of structural design, may present hazards to those who occupy them. It is important to eliminate life safety hazards that may be present in these older buildings, and it is equally important to retain those features of the design that significantly contribute to the special character of San Francisco.



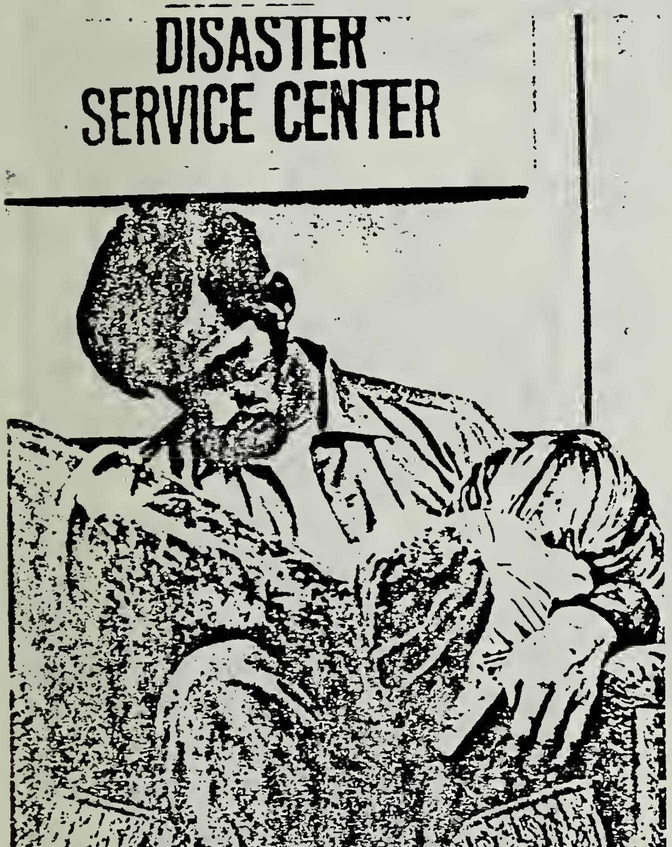
POLICY 1

PRESERVE THE ARCHITECTURAL DESIGN CHARACTER OF BUILDINGS AND STRUCTURES SUBJECT TO REQUIREMENTS FOR ABATEMENT OF HAZARDS TO LIFE SAFETY.

The abatement of hazards to life safety will affect, primarily, the older structures in the city. Often the hazards presented by the structures are from those architectural design elements -- parapets, cornices, and other ornamentation -- that give each their own special character. In cases where remedial work is required to abate hazards from structures important to the character of San Francisco, every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

OBJECTIVE 3 EMERGENCY OPERATIONS

ENSURE THE PROTECTION OF LIFE AND PROPERTY FROM THE EFFECTS OF FIRE OR NATURAL DISASTER THROUGH ADEQUATE EMERGENCY OPERATIONS PREPARATION.



Emergency operations planning and preparation are essentially preventive activities. The goals are saving lives, caring for the injured and re-establishing services that are essential to meet the immediate needs of the community. Although all critical emergency operations activities take place in the hours immediately after a disaster, the quality or success of these activities will be decided by the adequacy of pre-disaster planning and preparation.

POLICY 1

MAINTAIN A LOCAL AGENCY FOR THE PROVISION OF EMERGENCY SERVICES TO MEET THE NEEDS OF SAN FRANCISCO.

The key to effective organization for response to a natural disaster or any other emergency is the ability to accelerate and reinforce existing, practiced governmental functions. Effective emergency operations can take place only through coordination by a permanent public emergency services agency.

Emergency operations activities in San Francisco are the responsibility of the Mayor's Office of Emergency Services. This agency should be maintained and its capability expanded, as needed to continue coordination of all emergency operations plans and activities. To assure adequate preparedness and operation capability, the agency should conduct, on a regular basis, all needed test exercises of the City's emergency preparations network -- emergency medical relief, emergency supply distribution, emergency communications capability, and other services. The exercises should be conducted at the operational levels.

POLICY 2

DEVELOP AND MAINTAIN VIABLE, UP-TO-DATE IN-HOUSE EMERGENCY OPERATIONS PLANS, WITH NECESSARY EQUIPMENT, FOR OPERATIONAL CAPABILITY OF ALL EMERGENCY SERVICE AGENCIES AND DEPARTMENTS.

Agency and departmental emergency operations plans and standard operating procedures are an essential element of an adequate municipal emergency operations system. These plans designate who is to perform specific actions;

without them there can be little or no operational capability. The preparation of these plans should be the responsibility of the individual department or agency. To assist them the San Francisco Office of Emergency Services should develop criteria and guidelines for the preparation of the plans.

POLICY 3

MAINTAIN AND EXPAND AGREEMENTS FOR EMERGENCY ASSISTANCE FROM OTHER JURISDICTIONS TO ENSURE ADEQUATE AID IN TIME OF NEED.

San Francisco is able to receive assistance from other political jurisdictions after a disaster through its participation in the State Mutual Aid program, whereby each local jurisdiction relies first on its own resources; then, in accordance with prior formal agreements, calls for help from higher political jurisdictions as needed.

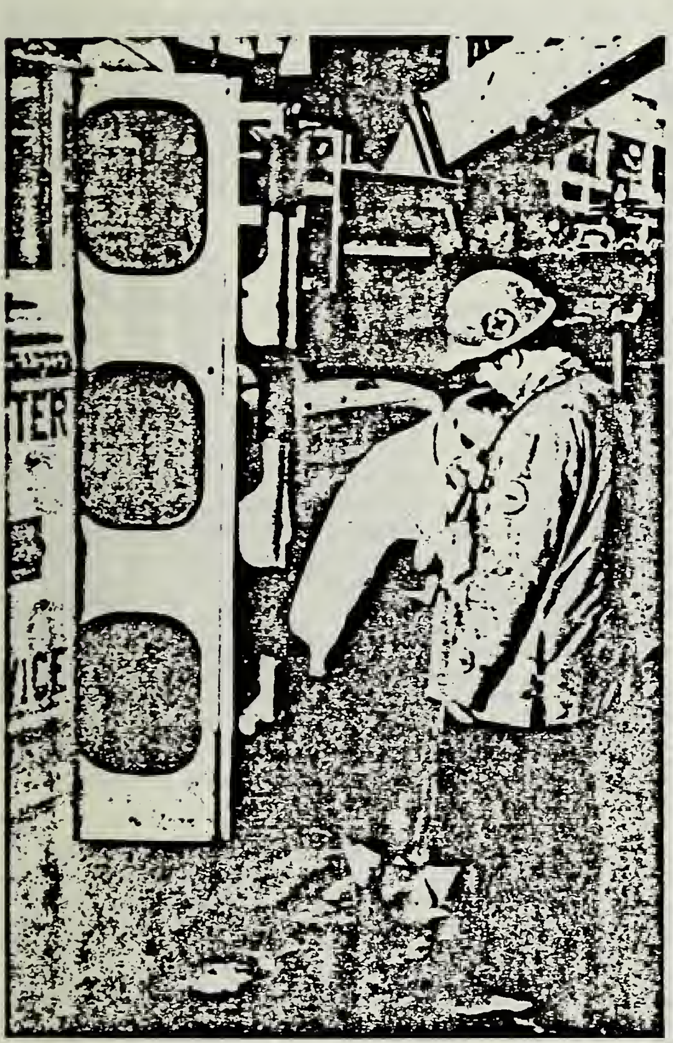
Mutual Aid should, and legally can, be expanded to include agreements regarding the sharing of personnel, such as the staffs of other public works departments, as well as equipment. Mutual Aid assistance programs should be continued, and where appropriate, expanded; and the necessary actions, to the point of State or local legislation, should be taken to assure this.

POLICY 4

ESTABLISH AND MAINTAIN AN ADEQUATE EMERGENCY OPERATIONS CENTER.

An Emergency Operations Center (EOC) is the central protected facility to be used as a working base for directing and controlling emergency operations following a disaster. It should be a multi-purpose facility which houses the normal, day-to-day emergency services of the city -- police communications, fire alarm dispatch center, ambulance dispatch center and others -- and should be capable of being easily up-staffed in the event of a major disaster. It is the most important emergency operations facility.

EMERGENCY
OPERATING
CENTER



POLICY 5

MAINTAIN AND EXPAND THE CITY'S FIRE PREVENTION AND FIRE-FIGHTING CAPABILITY.

San Francisco insures fire safety and is protected from conflagration by City Charter provisions, Building Code provisions, Fire Code provisions and standard City operating policies.

The water supply capability for fire-fighting relies on two separate systems: the Auxiliary Water Supply System (AWSS) and the domestic water supply system. The AWSS, a high-pressure network, is the primary fire protection water supply system for downtown San Francisco. Expansion of a single line of the system through the western, southern and eastern districts of the city, to create "fire break" capability in the event of a major conflagration, should be undertaken as rapidly as possible.

The domestic water supply system is used for fighting fires in all areas of the city not covered by the AWSS. Any expansion of the domestic water supply system should conform to the most advanced standards for seismic construction; and any opportunity for replacement of the older parts of the system should be taken.

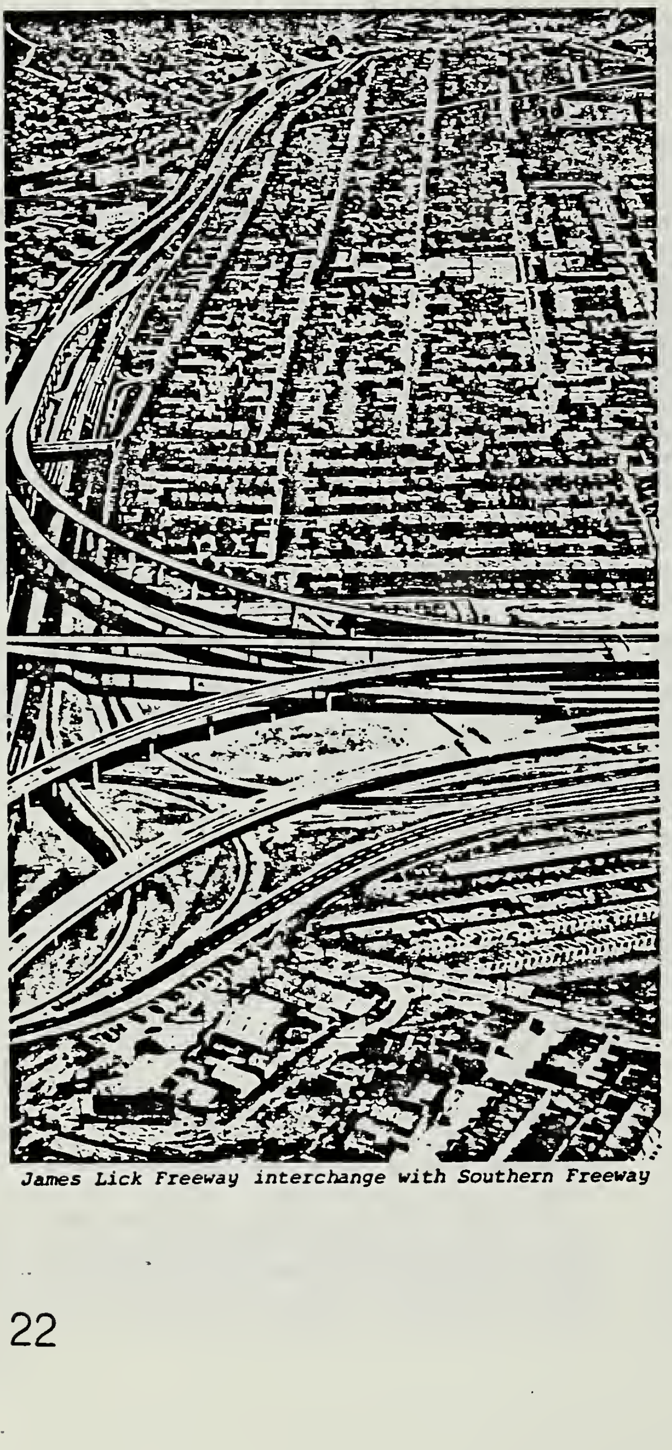
The key to adequate water supply systems, and fire safety programs such as fire inspection, is regular on-going funding for equipment and program maintenance. Funding for new equipment, fire houses and other capital expenses has consistently been provided in San Francisco; adequate funding should also be provided to assure high levels of maintenance for facilities and equipment and for fire prevention programs.

POLICY 6

ESTABLISH A SYSTEM OF EMERGENCY ACCESS ROUTES FOR BOTH EMERGENCY OPERATIONS AND EVACUATION.

If a major earthquake were to occur, debris from damaged buildings and other structures would clutter, and in many cases block, principal transportation routes. This is especially likely to happen in the Market - Van Ness - San Francisco Bay triangle area and south of Market Street. Routes made impassable by debris would limit access to key emergency operations facilities and sites, and would impair fire and rescue operations.

Primary and alternate emergency routes should be designated; selection criteria should include topography, geologic hazards, street widths, population density and potential inundation areas. These emergency routes



James Lick Freeway interchange with Southern Freeway

should serve both emergency access needs and the need for evacuation of areas subject to possible inundation from tsunami or reservoir failure. The routes to critical emergency facilities and sites will frequently differ from the routes which evacuate residents from a hazard area; thus the criteria for establishing these routes may also differ.

POLICY 7

PROVIDE CONTINUING PUBLIC EDUCATION REGARDING EMERGENCY PROCEDURES.

A comprehensive public education program regarding earthquakes and other natural hazards should be developed. It should provide information about the nature of earthquakes, about the many relatively simple and inexpensive precautions that can be taken before an earthquake to minimize individual injury and property damage, and about the kind of actions to take during and immediately after an earthquake to increase personal safety. Publicity through the media is important and continuing education and instruction should be undertaken through the public schools, Red Cross courses for adults, and programs with community groups and organizations.

◆

OBJECTIVE 4 RECONSTRUCTION

ASSURE THE SOUND AND RATIONAL RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

Montgomery Street from Post Street, April 1906

A major disaster resulting in extensive destruction of many parts of the city will result in a public and private commitment to rebuild San Francisco. It will be desired to rebuild as rapidly as possible; this in turn is likely to lead to overwhelming pressure to overlook established development objectives and procedures.

On a continuing basis public regulations and policies have been instituted to further the development of San Francisco in a sound and rational manner. In rebuilding it is imperative that established life safety procedures be observed, and that reconstruction of the destroyed areas takes full advantage of the opportunity to effect improvements to the city. Proper planning prior to a disaster can assure the sound and rational reconstruction of San Francisco.

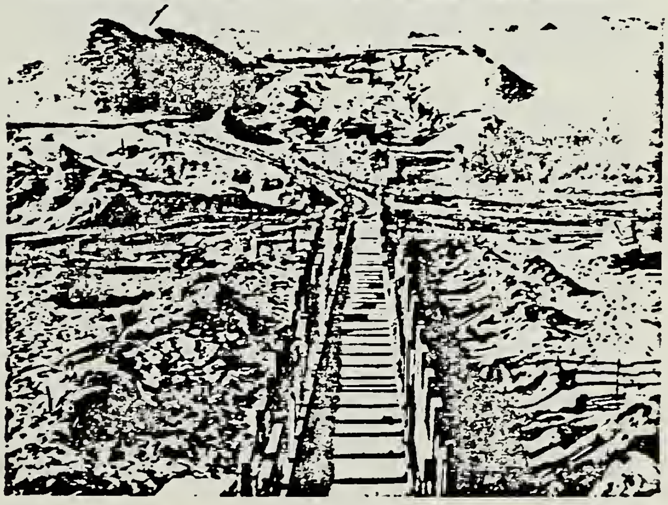
POLICY 1

MAINTAIN THE SOUND AND RATIONAL DEVELOPMENT OF SAN FRANCISCO, FOLLOWING A MAJOR DISASTER, BY REBUILDING IN ACCORDANCE WITH ESTABLISHED COMPREHENSIVE PLAN OBJECTIVES AND POLICIES, APPROPRIATE CITY CODES, AND OTHER COMMUNITY CONCERNS AND NEEDS.

The Comprehensive Plan and numerous City codes have been adopted to assure the preservation and enhancement and the safety of this very desirable urban environment. Following a major disaster the normal functioning of the city will be disrupted. In the efforts to restore the city, all existing development policies and regulations must be enforced. The existing policies, regulations and procedures should not be lessened or circumvented in any manner as the result of pressures for rapid reconstruction.

In those areas that will be reconstructed, the opportunity should be taken to realize the objectives and policies of the Comprehensive Plan. Particular opportunities may exist for residential and multiple use development; for needed changes or modification to transit and trafficways systems; and provision of much needed public and private open space.

Rivera Street west from 31st Avenue, December 1927



POLICY 2

ADOPT CONTINGENCY LEGISLATION TO PROVIDE FOR ANTICIPATED NEEDS FOLLOWING A DISASTER AND TO REDUCE PRESSURES FOR UNNECESSARILY RAPID RECONSTRUCTION.

New legislation will be required to meet the special needs of the City during the reconstruction period. Although it is essential that existing processes be observed during reconstruction, many special services and facilities will be needed on a short-term basis. Particular consideration should be given to legislation related to: provisions for temporary housing, commercial and community facilities needs; appropriate amendments to the Planning Code, especially to limit reconstruction of non-conforming uses; establishment of priorities for the use of limited resources such as building materials and labor; and assurance of adequate staffing of City agencies to provide for community needs during reconstruction. Automatic expiration dates should be considered for all legislation enacted in response to reconstruction needs.

POLICY 3

CREATE A RECONSTRUCTION PLANNING COMMITTEE TO INSURE THAT DEVELOPMENT FOLLOWING A MAJOR DISASTER TAKES PLACE IN A TIMELY FASHION ACCORDING TO ESTABLISHED OBJECTIVES AND PROCEDURES.

In order to minimize disruption to City functions, assure viable direction and coordination of reconstruction and in general expedite the sound and rational reconstruction of San Francisco, an Advisory Reconstruction Planning Committee should be appointed. The charge of the Committee would be to formulate strategies and make recommendations for actions that should be taken in advance of and following a major disaster to appropriately guide reconstruction efforts. The Committee should be established at the earliest feasible time through joint action by the Mayor and the Board of Supervisors. The Department of City Planning should be responsible for the coordination of the work undertaken by the Committee.

Appointments to the Committee should include, but should not be limited to, representatives of: the Mayor's Office; Board of Supervisors; Department of City Planning; Department of Public Works; Office of Emergency Services; Federal, State and local governmental and private organizations providing (1) financial assistance, (2) medical, housing, and social services, and (3) transportation and transit services; public utilities; labor; business and finance; and the construction industry.

* * *

San Francisco City Hall after the 1906 earthquake

SAN FRANCISCO MASTER PLAN

ENVIRONMENTAL PROTECTION

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OBJECTIVES & POLICIES FOR TRANSPORTATION NOISE CONTROL · 13

The Plan for Conservation, a Section of the Environmental Protection Element, was adopted by Resolution 7020 of the San Francisco City Planning Commission on May 24, 1973.

The Plan for Transportation Noise Control, a Section of the Environmental Protection Element, was adopted by Resolution 7244 of the San Francisco City Planning Commission on September 19, 1974.

FOREWORD

The Plan for Environmental Protection, an element of the Comprehensive Plan, addresses the impact of urbanization on the natural environment. In highly urban San Francisco environmental protection is not primarily a process of shielding untouched areas from the initial encroachment of a man-made environment. The scales already are and will continue to be balanced toward the side of development.

The challenge in San Francisco is to achieve a more sensitive balance, repairing damage already done, restoring some natural amenity to the city, and bringing about productive harmony between people and their environment. An important purpose, therefore, of an environmental protection element is to give natural environmental amenities and values appropriate consideration in urban development along with economic and social considerations.

One of the lessons of the increasing environmental consciousness is that "environment" is not accurately compartmentalized as animals and trees versus people and cars. In an urban setting this is particularly true. All elements of the Comprehensive Plan deal to a certain extent with protecting aspects of the total urban environment. In that sense the objectives and policies contained in this element must be read together with other objectives and policies throughout the Comprehensive Plan. However, this element is mainly concerned with protecting what is not man-made in the environment, especially through protection of plant and animal life and through restoration of natural qualities of land, air and water by elimination of pollution.

Deterioration of the environment as a consequence of population growth, urbanization, industrialization, resource exploitation and technological developments has been a growing concern world-wide. On a national and state level, it has given rise to policies and controls dealing with air, water and noise pollution and other forms of degradation of the natural environment. It was logical, therefore, that in giving direction to local general plans the California Legislature should have mandated preparation of two elements which address environmental protection issues, one for natural resource conservation and another for transportation noise. This Plan for Environmental Protection combines those two state-mandated elements.

CONSERVATION

INTRODUCTION

CONSERVATION AS RESOURCE MANAGEMENT

Conservation, as a "resource ethic," is based on the premise that resources are not commodities to be developed and consumed in whatever amount that users demand or can afford. Unrestricted development and use of resources may either exhaust or pollute the supply. Resources, consequently, should be managed in ways that will assure their availability for generations to come.

Sensible resource management does not exclude, by any means, the development and utilization of resources. Nevertheless, with the population of the nine-county Bay Region expected to grow to 5.5 million persons by the year 1980, increasingly greater demands will be placed on these resources. Programs are already in force to conserve and in some cases to improve the quality and supply of our resources. Some of the programs may need to be strengthened.

SCOPE OF THE PLAN

As a very urban place, San Francisco is not as extensively involved as rural counties are in the conservation of natural resources. Of those resources which the State Legislature directed to be included in the Conservation Plan, the following are not found in San Francisco to any appreciable extent:

- Rivers
- Water with hydraulic force potential
- Minerals

These resources, consequently, are omitted from the plan. Natural resources that properly concern San Francisco are:

- Waters of the Bay and Ocean
- Fish and other marine animals
- The shoreline
- Air
- Fresh water for consumption and fire fighting
- Land
- Plants and animals of the city's land area and lakes

Finally, and of particular concern to San Francisco, are the special urban amenities which may combine both natural and man-made resources. For San Francisco, almost wholly developed, conservation of those man-made features of high quality and cultural value may be more important than the natural features of the environment that are of such importance to rural areas of the State. The Urban Design Plan focuses on how these special qualities of San Francisco may be preserved.

EXISTING REGIONAL EFFORTS

A number of official regional agencies operate to regulate the use of resources as related to San Francisco: the San Francisco Bay Conservation and Development Commission, the Bay Area Air Pollution Control District, the California Regional Water Quality Control Board (San Francisco Bay Region), and the newly formed North Central Coast Regional Commission. San Francisco's participation in these regional efforts goes a long way toward achieving the goals of resource management. Accordingly, the Conservation Plan does not propose new policies to replace those already adopted at the regional level.

RELATION TO OTHER COMPREHENSIVE PLAN ELEMENTS

Conservation, in the broadest sense of the word, refers to the entire process of determining to what extent any of the city's resources—natural as well as man-made—should be protected or used. To limit the scope of the Conservation Plan, therefore, to strictly natural resources (as required by State planning law) seems arbitrary. It implies that conservation is not an issue in residence, transportation, urban design, recreation, or any other Comprehensive Plan element and, furthermore, that conservation of the many worthwhile aspects of the urban environment is somehow of less importance.

Maintaining a proper balance between the preservation and the development of San Francisco's resources is an issue recognized in all the elements of the Comprehensive Plan. The Urban Design Plan, for example, indicates areas of the city where increased height and bulk of buildings would be permissible and areas where open space ought to be protected from any building. The City Planning Commission has adopted new Comprehensive Plan elements for Residence, Urban Design, Transportation, and Recreation and Open Space. To a varying extent, each of these plans deals with conservation. Objectives and policies from these plans that relate directly to conservation are listed on page 4. These are reaffirmed as an integral part of the Conservation Plan.

OBJECTIVES & POLICIES FROM OTHER ADOPTED COMPREHENSIVE PLAN ELEMENTS

URBAN DESIGN PLAN

OBJECTIVE 1
EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1
Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2
Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 4
Protect and promote large-scale landscaping and open space that define districts and topography.

POLICY 7
Recognize the natural boundaries of districts and promote connections between districts.

OBJECTIVE 2
CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1
Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2
Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of open space.

POLICY 3
Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4
Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 7
Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8
Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

TRANSPORTATION PLAN

General

OBJECTIVE 2
USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 3
Reduce pollution and noise.

POLICY 4
Design and locate facilities to preserve the natural landscape and to protect views.

Thoroughfares Plan

OBJECTIVE 1
ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1
Divert automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2
Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

POLICY 4
Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas.

RECREATION AND OPEN SPACE PLAN

OBJECTIVE 2
MAINTAIN AN UNBROKEN STRETCH OF NATURAL PUBLIC OPEN SPACE FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.

POLICY 1
Require all development within the shoreline zone to conform with shoreline use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.

POLICY 2
Improve the quality of existing shoreline recreation areas.

POLICY 3
Provide new public parks and recreation facilities along the shoreline.

POLICY 4
Preserve the open space and natural character of the Presidio.

OBJECTIVE 3
DEVELOP A DIVERSIFIED AND BALANCED SYSTEM OF CITYWIDE RECREATION AND OPEN SPACE.

POLICY 1
Preserve public open space.

POLICY 3
Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

RESIDENCE PLAN

OBJECTIVE 1
MAINTAIN AND IMPROVE THE QUALITY AND DIVERSITY OF SAN FRANCISCO'S RESIDENTIAL COMMUNITIES.

OBJECTIVES AND POLICIES FOR CONSERVATION

General

OBJECTIVE 1
ACHIEVE A PROPER BALANCE AMONG THE CONSERVATION, UTILIZATION, AND DEVELOPMENT OF SAN FRANCISCO'S NATURAL RESOURCES.

San Francisco enjoys an abundance of natural beauty. Surrounded on three sides by water and graced with parks, lakes, and vistas, San Francisco provides a magnificent urban environment with the potential to exist in harmony with its natural surroundings. While years of exhaustive use of the natural landscape have depleted and polluted some of the city's resources, San Francisco is fortunate in that it is not entirely developed and has some rather outstanding natural resources remaining. Those remaining resources should be protected from further encroachment and enhanced in order to achieve the necessary balance between the conservation of natural systems and the normal functioning of the city. This means ending pollution; protecting vegetation and wildlife; controlling shoreline uses; developing guides for the use and development of land, water, and air; and, where desirable, increasing the supply of natural resources.

POLICY 1
Conserve and protect the natural resources of San Francisco.

A major thrust of science and technology in the oncoming years must be that of making cities more livable places by offsetting the imbalance between the natural and man-made environments. Man and his technology must become a more interrelated part of Nature and not an exploiter of the physical environment.

San Francisco must assure that its remaining natural resources are protected from misuse. The intricate relationships between living things and their natural and man-made surroundings should be recognized as primary in improving the quality of environment. The most important uses of existing resources should be those which provide maximum benefits for public use while preserving and protecting the natural character of the environment. Moreover, the supply and quality of resources should be considered as major determinants of the nature and extent of development that is dependent on them.

POLICY 2
Improve the quality of natural resources.

If the present trend toward environmental deterioration is to be curbed, all forms of pollution must be controlled and eventually eliminated. Those resources within the exclusive jurisdiction of the City should be guarded against contamination through local regulatory action. Where effective resource management against pollution requires regional action, San Francisco should support and comply with all anti-pollution standards of the region.

POLICY 3
Restore and replenish the supply of natural resources.

Undoing past mistakes must also be a major part of comprehensive environmental action. In this regard, San Francisco should undertake projects to acquire or create open space, cultivate more vegetation, replenish wildlife, and landscape man-made surroundings. Projects revitalizing the urban environment should be encouraged and receive top priority. With major efforts in this direction, the City will help reverse past trends toward the destruction of the natural qualities of the environment.

POLICY 4
Assure that all new development meets strict environmental quality standards and recognizes human needs.

In reviewing all proposed development for probable environmental impact, careful attention should be paid to upholding high environmental quality standards. Granted that growth provides new economic and social opportunities, uncontrolled growth can also seriously aggravate environmental deterioration. Development projects, therefore, should not disrupt natural or ecological balance, degrade the visual character of natural areas, or otherwise conflict with the objectives and policies of the Comprehensive Plan.

OBJECTIVE 2
IMPLEMENT BROAD AND EFFECTIVE MANAGEMENT OF NATURAL RESOURCES.

The urban environment will deteriorate unless protected by well-defined and effectively managed public programs. Additionally, the solutions to present environmental problems are tied up in significant and widespread social change in consumer choices and life styles. The establishment, ultimately, of broad-based, more effective environmental action programs will require involvement of individual citizens, citizen groups, government agencies, and elected officials. Such involvement is

CONSERVATION

essential in the identification of critical issues, development of specific goals and strategies, and the implementation of firm regulatory processes.

POLICY 1
Coordinate regional and local management of natural resources.

Historically, local government has been formed in response to local areas of need. Nattural resources, however, often extend beyond the boundaries of municipalities, covering regions, inter-regions, and states. Thus, in the Bay Region, local government has become an ineffective instrument for the management of resources dispersed and interconnected throughout the region. With regard to the more diffuse environmental problems such as air pollution and managing the Bay, Ocean, and Shorelines, San Francisco is ill-equipped to solve the problems alone.

San Francisco should cooperate with existing regional agencies in developing methods whereby cities can lend support to regional efforts to improve the environment. The regional concept, supported and strengthened by well-conceived local programs, is essential to enhancing both natural and man-made surroundings.

POLICY 2
Promote citizen action as a means of voluntarily conserving natural resources and improving environmental quality.

A comprehensive program of citizen participation can assure that public policy will serve the best interests of all elements of society. Moreover, programs conceived through extensive involvement of the communities to be served are generally more effective, for they reflect the desires of a multiplicity of people and thereby carry additional momentum. Since our physical environment is to be shared by all, a balance among all factors (human and economic) must be achieved.

POLICY 3
Provide environmental education programs to increase public understanding and appreciation of our natural surroundings.

If we are to preserve and enhance the quality of our surroundings, we must cherish their values. Environmental education programs promoting an understanding and appreciation of our natural systems serve to expand public awareness of environmental problems and man's place in the world.

Course instruction on the nature and problems of the environment should be continued and emphasized in the public schools, adult education centers, and colleges.

Bay, Ocean, & Shorelines

OBJECTIVE
MAINTAIN AND IMPROVE THE QUALITY OF THE BAY, OCEAN, AND SHORELINE AREAS.

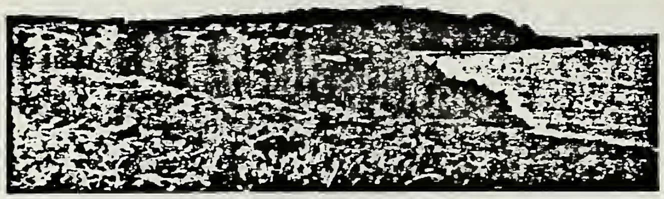
In the past, the Bay and its waterfront were extensively used for commercial purposes and for waste disposal. The Ocean side was largely free of this kind of activity. Although the utilitarian values of the water and shorelines are valid, expediency and short-term gain can lessen the value and attractiveness of these resources. There should be not only a balance between recreational and commercial uses but a balance between preservation and utilization of the Bay, Ocean, and Shorelines.

Protecting and enhancing the many values of these resources requires ending pollution of the Bay and Ocean, closely controlling commercial uses of the water and shorelines, preserving and adding to the recreational frontage along the water, and protecting and improving the existing recreational frontage.

POLICY 1
Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

Managing the resources of the Bay and Ocean and the abutting lands is under the regulation of a number of limited-purpose regional and State agencies. The region-wide scope of the problems calls for region-wide solutions.

San Francisco has representation on the multi-county agencies, and, consequently, its particular interests are considered along with those of the other constituent counties. When it is apparent, for example, that regionally operated facilities may be more costly to San Francisco than a local facility, common practice is to allow the local option so long as it meets regional performance standards. This policy of local option is essential to the spirit of regional cooperation. Comformity should



not override good sense. With this important proviso, San Francisco should support and cooperate with regional, State, and Federal agencies in setting and achieving goals for the conservation of the resources of the Bay, Ocean, and Shorelines.

POLICY 2
Promote the use and development of shoreline areas consistent with the Comprehensive Plan and the best interest of San Francisco.

Other portions of the Comprehensive Plan set policy on how the city's shoreline areas should ultimately be developed. They are the Recreation and Open Space and Urban Design Elements and the Northern Waterfront and South Bayshore area plans. The Bay Conservation and Development Commission (BCDC) and the North Central Coast Regional Commission also set policy on shoreline development. Within the framework set by these regional planning agencies, San Francisco should promote the use and development of its shoreline areas in accordance with those policies in the Comprehensive Plan that serve the best interests of the citizens of the city.

POLICY 3
Implement plans to improve sewage treatment and halt pollution of the Bay and Ocean.

San Francisco's *Master Plan for Waste Water Management* is an orderly plan for upgrading the collection, treatment, and disposal of San Francisco's sewage. The City should proceed as rapidly as possible to finance and construct facilities required to end the discharge of untreated and insufficiently treated sewage into the Bay and Ocean.

Regulations controlling the discharge of industrial wastes into the sewers should be vigorously enforced as a further means of preventing the pollution of the waters of the Bay and Ocean.

POLICY 4
Encourage and assist privately operated programs to conserve the resources of the Bay, Ocean, and Shorelines.

Voluntary, private organizations concerned about conservation deserve special recognition. They help keep conservation issues in the public consciousness. More importantly, they perform a watchdog function essential to effective enforcement. The City should seek the participation of voluntary groups in monitoring activities that affect the water and shore areas.

*

Air

OBJECTIVE
ASSURE THAT THE AMBIENT AIR OF SAN FRANCISCO AND THE BAY REGION IS CLEAN, PROVIDES MAXIMUM VISIBILITY, AND MEETS AIR QUALITY STANDARDS.

Air pollution is one of the major problems facing the cities of the San Francisco Bay Region. In San Francisco, the need for conserving the air resource and improving air quality is undeniable. While San Francisco benefits from having few large upwind industrial polluters and from certain topographical and climatic conditions, regional air quality standards continue to be exceeded on a number of days in the city.

The local air supply extends beyond the physical boundaries of San Francisco, covering the entire Bay Region, and effective air resource management must include regionwide planning, monitoring, regulations, and enforcement. San Francisco, however, can take certain actions which supplement and strengthen the efforts of existing regional programs. Local initiatives should be keyed to the curtailment of pollution emissions from sources typically found in San Francisco. Ultimately, solutions to the air pollution problem must be interrelated with virtually all facets of urban existence—industry, transportation, employment, housing, open space, recreation—even the products we buy and consume.

POLICY 1
Support and comply with objectives, policies, and air quality standards of the Bay Area Air Pollution Control District.

Regionwide monitoring of air quality and enforcement of air quality standards constitute the primary means of reducing harmful emissions. The conservation of San Francisco's air resource is dependent upon the continuation and strengthening of regional controls over air polluters. San Francisco should do all that is in its power to support the Bay Area Air Pollution Control District in its following operations:

- Monitoring both stationary and mobile sources of air pollution within the region and enforcing District regulations for achieving air quality standards.
- Regulating new construction that may significantly impair ambient air quality.
- Maintaining alert, permit, and violations systems.

* Policy 5:

PROTECT SENSITIVE ECONOMIC AND ENVIRONMENTAL RESOURCES IN NORTHERN CALIFORNIA OFFSHORE COASTAL AREAS THREATENED BY OIL DEVELOPMENT.

The regional economy of Northern California, heavily dependent on tourism and commercial fishing, is threatened by offshore oil and natural gas development in the Outer Continential Shelf (OCS) ocean area. Of particular significance to San Francisco is proposed development in the area within the Pt. Reyes-Farallon Island Marine Sanctuary, an important local fisnery resource.

The official City position supports continued protection of environmentally sensitive coastal areas that are important to local economic activities. It is imperative that the City make its position known by participating in State Coastal policy review to ensure that local concerns are taken into account by Federal decision-makers.

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- Developing more effective controls and methods of enforcement, as necessary.

POLICY 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Plan.

During the 1950's and 1960's, San Francisco's resident population decreased while employment within the city increased. Consequently, the number of commuters traveling to and from San Francisco, usually by automobile, has risen, creating a serious threat to ambient air quality. Because of the highly centralized nature of San Francisco and the surrounding region, areawide rapid transit, integrated with convenient municipal transit systems, can be used effectively in reducing automobile emissions.

Urban mass transit systems should be encouraged, with the proper economic incentives, as the most sensible mode of urban travel. To this end, designation of express lanes for commuter buses on the Golden Gate Bridge and the San Francisco-Oakland Bay Bridge would help reduce motor vehicle emissions by encouraging greater use of public transit. Commuters should be encouraged to make the best use of mass transit services available to them. Swift, convenient transit service available during commute hours will provide a major incentive for rejecting the automobile as the primary mode of urban transportation.

Lastly, where feasible, diesel buses should be replaced with buses powered by electricity or other clean energy sources. Existing electric trolley bus lines should be retained wherever possible.

POLICY 3

Encourage greater use of mass transit in the downtown area and restrict the use of motor vehicles where such use would impair air quality.

San Francisco's downtown area is the major focus of the city and the region. Comprised of the financial-office district, a vast governmental administration center, and the stores, hotels and places of entertainment within the area, the downtown area provides the chief center of employment, shopping, and visitor accommodation in the entire Bay Region. Because traffic congestion is so prevalent, air quality often suffers.

Greater use of public transit to, from, and within the downtown area will reduce the amounts of pollutants emitted from motor vehicles. Furthering the objectives and policies of the Transportation Element of the Comprehensive Plan, a "transit first" approach would reduce air pollution in the downtown area.

Zones have been identified in which concentrated efforts to control automobile use should be pursued in order to reduce air pollution and to improve the pedestrian environment. A few downtown streets should be designated as traffic-free zones, allowing for the free-flowing movement of pedestrians. Additionally, some other streets in the area should be restricted to pedestrian, transit, delivery vehicle, and emergency use. Vehicle-free and restricted zones should be landscaped, have widened sidewalks, and be oriented to pedestrian use.

Finally, an increase in the frequency of shuttle bus service within the downtown area would provide a reasonable and convenient alternative to the private motor vehicle as a method of travel in the central city.

POLICY 4

Promote the development of nonpolluting industry and insist on compliance of existing industry with established industrial emission control regulations.

The City and County of San Francisco, in cooperation with the Chamber of Commerce, should actively encourage the development and expansion of industries which do not add to the air pollution problem. Those industries which are a major source of industrial air pollution should be identified and made to comply with all industrial emission control regulations. They should be equipped with effective air pollution control devices.

POLICY 5

Exert leadership in the voluntary reduction of pollution emissions during air pollution alerts.

As provided in the Bay Area Air Pollution Control District's Emergency Plan, air pollution alerts will be called throughout the Bay Region when meteorological forecasts for any twelve-hour period indicate that air contamination levels will reach or exceed alert standards. During alert periods, Bay Area residents are encouraged to follow a set of voluntary actions to diminish air pollution concentrations. San Francisco should exert leadership during alert periods and assist the Air Pollution Control District in the following ways:

- Providing assistance in disseminating information on air conditions.

- Encouraging commuters and city residents to use mass transit systems instead of the automobile.
- Making the Police Department's helicopter available for spotting illegal burning in the city.
- Utilizing Police Department staff to issue citations for excessive automobile emissions.
- Utilizing Fire Department staff to detect illegal open burning and to refer violations to the Bay Area Air Pollution Control District for enforcement.
- Urging volunteer organizations to monitor compliance with emission control regulations.
- Promoting the establishment of emergency centers for persons with respiratory ailments.

Fresh Water

OBJECTIVE 1

ASSURE A PERMANENT AND ADEQUATE SUPPLY OF FRESH WATER TO MEET THE PRESENT AND FUTURE NEEDS OF SAN FRANCISCO.

The City and County of San Francisco owns and operates one of the most extensive water and power systems in the world. At present, the supply of fresh water generated by the Hetch Hetchy/Water Department system is more than adequate. Current projections indicate that the present system will meet San Francisco's needs until the year 2020. Over the years, the consumption of fresh water in the city has risen substantially: over 100 percent between 1940 and 1971. This increase in water consumption is primarily due to commercial expansion and has occurred despite a decline in San Francisco's resident population since 1950.

Hetch Hetchy and the Water Department should continue their excellent planning program to assure that the water supply will adequately meet foreseeable consumption demands. To this end, the City should be prepared to undertake the necessary improvements and add to the Hetch Hetchy/Water Department system in order to guarantee the permanent supply. Furthermore, San Francisco should continually review its commitments for the sale of water to suburban areas in planning how to meet future demand.

POLICY 1

Maintain an adequate water distribution system within San Francisco.

Storage reservoirs and distribution lines within San Francisco should match the pattern of development in the city. Areas most intensively developed, having the greatest water demand, should be served by facilities having the greatest capacity.

POLICY 2

Exercise controls over development to correspond to the capabilities of the water supply and distribution system.

New development places additional demands on the water supply and distribution system. Nonresidential water users, representing approximately 45 percent of the consumption in the city, have been the principal cause of the increase in total city water consumption during the period 1940 to 1971. Development that might place too great a strain on the system should be discouraged.

POLICY 3

Ensure water purity.

San Francisco's drinking water must meet State and Federal water quality standards. Ensuring water quality means continuing the present water purification process and monitoring storage facilities and transmission lines for threats to the water supply.

POLICY 4

Promote nonpolluting recreation uses of fres water lakes and reservoirs.

A few of San Francisco's lakes serve as a valuable source of recreation. Boating and fishing are permitted at Lake Merced, and other recreational activities are enjoyed at Stow Lake and Spreckels Lake in Golden Gate Park and at Laguna Puerca in Pine Lake Park. San Francisco should encourage continued recreational uses of these lakes where such use does not mar the scenic beauty or water quality.

Fresh water reservoirs without scenic value should be covered, wherever feasible, to prevent evaporation and to provide additional area for recreation or other compatible uses.

POLICY 5

Improve and extend the Auxiliary Water Supply System of the Fire Department for more effective fire fighting.

The Fire Department maintains and operates the Auxiliary Water Supply System

CONSERVATION

(AWSS), a water storage and distribution network that supplements the hydrants connected to the regular water distribution lines. The AWSS serves those areas of San Francisco most intensively developed. To make available the maximum amount of water for fire fighting emergencies, the AWSS should be improved and extended to other important areas of the city.

It is incumbent upon the City and County of San Francisco to undertake long-term planning for emergency preparedness. Expansions to the AWSS would improve the City's preparedness to meet potential fire disasters.

OBJECTIVE 2
CONSERVE AND PROTECT THE FRESH WATER RESOURCE.

The fresh water resource, like all natural resources, is finite and measurable. While San Francisco's water supply seems vast in relation to current demands, it should not be wasted. Supplementary sources should also be investigated.

POLICY 1
Maintain a leak detection program to prevent the waste of fresh water.

Reservoirs, storage tanks, cisterns, and pipelines can develop leaks and waste the fresh water resource. The continued operation of leak detection programs by the Water Department and Fire Department will help prevent unnecessary waste.

POLICY 2
Encourage and promote research on the necessity and feasibility of water reclamation.

Reclaiming water for public use from waste water may prove to be a necessary step in securing an adequate water supply in the future. Other communities, not as fortunate as San Francisco, are currently looking into water reclamation as a means of conserving fresh water and generating additional supply. San Francisco should investigate the future possibilities of water reclamation, especially for such purposes as fire fighting and industrial use.

Land

OBJECTIVE
ASSURE THAT THE LAND RESOURCES IN SAN FRANCISCO ARE USED IN WAYS THAT BOTH RESPECT AND PRESERVE THE NATURAL VALUES OF THE LAND AND SERVE THE BEST INTERESTS OF ALL THE CITY'S CITIZENS.

San Francisco's dramatic landforms and intimate alliance with the Bay and Ocean give the land a special value. Other elements of the Comprehensive Plan recognize the value of this land resource in recommending how the city should develop to achieve an optimum utilization of the land. Just as important as development, however, is the protection of remaining open space to preserve the natural features of the land that form such a striking contrast with the city's compact urban development. In exercising land use controls over development and in preserving permanent open space, the land should be treated as a valuable resource to be carefully allocated in ways that enhance the quality of urban life.

POLICY 1
Preserve and add to public open space in accordance with the objectives and policies of the Recreation and Open Space Plan.

Publicly owned open space is located principally in the western half of the city. While these valuable open spaces are preserved and enhanced, great effort should be made to acquire and make available more recreation area in the eastern half of the city. Acquisition and limited filling of tideland areas in the South Bayshore District, for example, would provide needed opportunities for more recreation. The Recreation and Open Space Plan should guide the selection and improvement of land for recreation.

The usefulness of land for recreation, however, should not necessarily determine whether or not land areas ought to be preserved. Features of a scenic, geological, topographical, and ecological nature are also important criteria of their value as open space. These natural values of land should be respected.

POLICY 2
Protect land from changes that would make it unsafe or unsightly.

The excavation of land for off-site use of the removed material is subject to control by the City Planning Commission and the Department of Public Works. Quarrying or unnecessary excavation should be strongly discouraged because it defaces the landscape and can limit the usability of the land. Too much earth removal can also create a potentially dangerous slide condition.

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POLICY 3
Require that filling of land adhere to the highest standards of soils engineering consistent with the proposed use.

San Francisco has had a good deal of experience with filling marshlands and shallow areas of the Bay. Recent filling has created new land for Port facilities, and the South Bayshore Plan calls for limited filling of tidelands for recreational land. The mud layer on the Bay bottom, the quality of any previously deposited fill, and the loads to be placed on the fill are all problems to be recognized in land-fill operations along the shoreline. The highest engineering standards should be followed in providing safe filled land for approved, appropriate purposes, whether for a park or a building site.

POLICY 4
Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

The existing erosion and slide areas along the Ocean shore are within the Golden Gate National Recreation Area. It should be decided first whether all of these problems should be corrected or whether some should be left to the forces of Nature. The erosion of Ocean Beach, which merits correction, should be stabilized in accordance with the Corps of Engineers' Alternative No. 6, known as dune stabilization. Any stabilization and restoration of these damaged areas, to increase their recreational value, should be undertaken as part of the Federal administration of this recreation area.

Elsewhere in the city, corrective steps should be taken at City expense or through special assessment to solve slide and erosion problems.

POLICY 5
Prohibit construction, as a general rule, on land subject to slide or erosion.

To minimize the hazard to life and property in areas subject to slide or erosion, building should be prohibited. Likewise utilities should not be installed in these areas because of the possibility of disruption.

Flora & Fauna

OBJECTIVE
ENSURE THE PROTECTION OF PLANT AND ANIMAL LIFE IN THE CITY.

A totally manufactured environment without plants and animals would be sterile. That bit of Nature which still remains in San Francisco is a precious asset. The ecological balance of wildlife and plant communities should be protected against further encroachments.

POLICY 1
Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

The California Department of Fish and Game has overall authority to protect animals in San Francisco. The Municipal Code reinforces this control in protecting animals in public areas. The City should foster greater public awareness of these laws.

POLICY 2
Protect the habitats of known plant and animal species that require a relatively natural environment.

Golden Gate Park, a product of years of planning and design, provides to a certain extent the natural environment needed by wildlife and plant communities. The natural areas of Golden Gate Park should remain as they are, and any move to convert them into areas for more active recreation should be discouraged.

Other parks and undeveloped areas in Sa Francisco remain relatively undisturbed an provide a variety of environments for flora a fauna: beaches, sand dunes, wooded areas, ope fields, grassy hills, and lakes. All these areas should be protected. The Presidio, not subject to local jurisdiction, should, nevertheless, be urged to protect animal and plant habitats within its boundaries.

POLICY 3
Protect rare and endangered species.

Although no animals found in San Francisco's land area and lakes can be considered a genuinely rare or endangered species, many are rare to San Francisco. A number of native plant species, on the other hand, are genuinely rare or endangered. Interested individuals and groups, together with knowledgeable public agencies such as the Recreation and Park Department and the California Academy of Sciences, should identify the rare and endangered flora and fauna that merit special protection. Cooperatively they should devise ways to assure the fullest possible protection of these species.

Transportation NOISE

INTRODUCTION

People who can clearly recollect the sights and sounds of San Francisco during the 1930's and 1940's remember how noisy the streets were then. Numerous cable cars and streetcar lines operated throughout the city. Market Street, with four sets of streetcar tracks, was extraordinarily noisy. The streetcars then were not the "quiet" PCC cars that are in use today. Automobiles, although much less numerous, were noisier than today's models. Then, of course, the bustling waterfront activity and vessels in the Bay further contributed to the sounds of the city.

Despite these noisy transportation systems, ambient or background noise levels over most of the city then were lower than now. Over the years, however, motor traffic—automobiles, trucks, and buses—has risen dramatically. Aircraft flights have multiplied. Today, in some parts of the city, background noise levels are so high that for many people, quiet can only be found inside a building with the windows shut.

We are learning that not only does noise annoy, it can endanger our physical and even mental health. Because of this potential health hazard, some people are becoming convinced that we are as much entitled to a quiet environment as to unpolluted air and water and pure food.

PURPOSE OF THE NOISE ELEMENT

Ground transportation noises from trucks, buses, motorcycles, and poorly muffled automobiles predominate over other types of noises as the most persistent cause for complaint. This is why Section 65302(g) of the California Government Code, added in 1972, requires all cities and counties to include a transportation noise element in their general plans.

This Transportation Noise Plan is designed to comply with that law. The plan, furthermore, is based on an analysis of present noise levels and 1995 projected noise levels and on the following basic assumptions:

- Surface transportation facilities constitute a major contributor to today's noise levels.
- People do react adversely to excessive noise when it interferes with sleep and other activities.
- People want and are entitled to a quiet environment.
- The technological means are available for reducing transportation noise levels.

OBJECTIVES AND POLICIES FOR Transportation NOISE Control

The Transportation Noise Plan is directed toward achieving an environment in which noise levels will not interfere with the health and welfare of people in their everyday activities. Much of the adverse effect of transportation noise can be reduced through sound land use planning and transportation planning. How those elements of the general planning process are implemented is crucial to achieving the goal of a quieter environment. However, in a fully developed city, such as San Francisco, where the land use and circulation patterns are by and large fixed, the ability to reduce the noise impact through a proper relationship of land use and transportation facility locations is limited. In San Francisco, major attention must be given to three main aspects of the problem: the source of the noise, the path it travels, and the receiver of the noise. In general, techniques should be designed to quiet the noise at the source, to block the path over which it is transmitted, and to shield or remove the receiver from the noise.

OBJECTIVE 1
REDUCE TRANSPORTATION-RELATED NOISE.

Much can be done to reduce noise at the source. Technological means are available for reducing vehicular noise emissions well below present levels.

POLICY 1
Enforce noise emission standards for vehicles.

The noise emission standards of the State Vehicle Code are enforced by the California Highway Patrol on the freeways, and by the local police on the city streets. The Noise Abatement Unit of the Police Department is responsible for identifying vehicles that violate the noise emission standards and for securing the correction of the problem. This work should be continued and expanded.

POLICY 2
Impose traffic restrictions to reduce transportation noise.

Transportation noise levels vary according to the predominance of vehicle type, traffic volume, and traffic speed. Curtailing any one of these variables ordinarily produces a drop in the noise level. In addition to setting the speed limit, the City has the authority to restrict traffic on city streets, and it has done so on a number of streets. In addition, certain movement restraints can be applied to slow down traffic or divert it to other streets. These measures should be employed where appropriate to reduce noise.

POLICY 3
Limit City purchases of vehicles to models with the lowest noise emissions and adequately maintain City-owned vehicles and travel surfaces.

The City owns and operates over a thousand vehicles in addition to its large fleet of automobiles. Street noise performance specifications for City vehicles (transit; trucks; specialized vehicles, such as street sweepers, brush chippers, etc.) should be included in the purchasing procedures of the City so that th City will obtain the quietest available mode

With proper maintenance, the City's inventory of vehicles can be kept in good working order, thereby reducing the noise they generate. Proper emphasis must also be placed on smooth street surfaces and on smooth rails for the streetcars and cable cars. Trackbeds for the rail vehicles also require special attention as do the various underground elements of the cable car traction system.

POLICY 4
Regulate use of emergency sirens.

Police vehicles, fire engines, and ambulances, in their function as emergency vehicles, are entitled to the use of emergency warning sirens. Under State law, sirens must produce a sound level of at least 90 decibels at 100 feet. Many persons find these sirens—especially

Transportation NOISE

the warbling type—annoying. The warbling siren should be replaced by conventional sirens and measures should be taken to assure that the use of all sirens is restricted to assuring the emergency vehicle the right-of-way only in genuine emergencies.

POLICY 5

Retain and expand the electric trolley network.

Electric trolley buses are quiet, economical, and relatively pollution-free in their use. These benefits outweigh the adverse environmental impact of power generation or fossil fuel utilization. Electric trolleys should be retained where feasible and consideration should be given to electrifying selected existing diesel bus routes.

POLICY 6

Discourage changes in streets which will result in greater traffic noise in noise-sensitive areas.

Widening streets for additional traffic lanes or converting streets to one-way direction can induce higher traffic volume and faster speeds. Other techniques such as tow-away lanes and traffic light synchronization also facilitate heavier traffic flows. Such changes should not be undertaken on residential streets if they will produce an excessive rise in the noise level of those streets.

OBJECTIVE 2

MINIMIZE THE IMPACT OF NOISE ON AFFECTED AREAS.

The process of blocking excessive noise from our ears could involve extensive capital investment if undertaken on a systematic, citywide scale. Selective efforts, however, especially for new construction, are both desirable and justified.

POLICY 1

Promote site planning, building orientation and design, and interior layout that will lessen noise intrusion.

Because sound levels drop as distance from the source increases, building setbacks can play an important role in reducing noise for the building occupants. (Of course, if provision of the setback eliminates livable rear yard space, the value of the setback must be weighed against the loss of the rear yard.) Buildings sited with their narrower dimensions facing the noise source and sited to shield or be shielded by other buildings also help reduce noise intrusion. Although walls with no windows or small windows cut down on noise from exterior sources, in most cases it would not be feasible or desirable to eliminate wall openings. However, interior layout can achieve similar results by locating rooms whose use require more quiet, such as bedrooms, away from the street noise. In its role of reviewing project plans and informally offering professional advice on site development, the Department of City Planning can suggest ways to help protect the occupants from outside noise, consistent with the nature of the project and size and shape of the building site.

POLICY 2

Promote the incorporation of noise insulation materials in new construction.

State-imposed noise insulation standards apply to all new residential structures except detached single-family dwellings. Protection against exterior noise and noise within a building is also important in many nonresidential structures. Builders should be encouraged to take into account prevailing noise levels and to include noise insulation materials as needed to provide adequate insulation.

POLICY 3

Construct physical barriers to reduce noise transmission from heavy traffic carriers.

If designed properly, physical barriers such as walls and berms along transportation routes can in some instances effectively cut down on the noise that reaches the areas beyond. There are opportunities for a certain amount of barrier construction, especially along limited access thoroughfares and transit

Transportation NOISE

rights-of-way (such as BART). but it is unlikely that such barriers can be erected along existing arterial streets in the city. Barriers are least effective for those hillside areas above the noise source. Where feasible. appropriate noise barriers should be constructed.

OBJECTIVE 3

PROMOTE LAND USES THAT ARE COMPATIBLE WITH VARIOUS TRANSPORTATION NOISE LEVELS.

Because transportation noise is going to remain a problem for many years to come. attention must be given to the activities close to the noise. In general. the most noise-sensitive activities or land uses should ideally be the farthest removed from the noisy transportation facilities. Conversely. those activities that are not seriously affected by high outside noise levels can be located near these facilities.

POLICY 1

Discourage new uses in areas in which the noise level exceeds the noise compatibility guidelines for that use.

New development should be examined to determine whether background and/or thoroughfare noise level of the site is consistent with the guidelines for the proposed use. If the noise levels for the development site. as shown on the following maps (which should be revised periodically to keep them current). exceed the sound level guidelines established for that use. as shown in the accompanying land use compatibility chart. then either needed noise insulation features should be incorporated in the design or else the construction or development should not be undertaken. Since the sound levels shown on the maps are estimates based both on traffic data and on a sample of sound level readings. actual sound levels for the site. determined by accepted measurement techniques. may be substituted for them.

POLICY 2

Consider the relocation to more appropriate areas of those land uses which need more quiet and cannot be effectively insulated from noise in their present location. as well as those land uses which are noisy and are presently in noise-sensitive areas.

Many commercial and industrial activites do not need to be in a quiet area. because interior noise levels typically are already high and tend to override noise from exterior sources. On the other hand. some uses require quiet locations and cannot be effectively insulated from noise. When feasible and desirable to do so. such activities should be encouraged to relocate to quieter areas. Conversely. there may on occasion be opportunities to relocate noisy uses to areas where the noise they generate will be less disturbing to their neighbors.

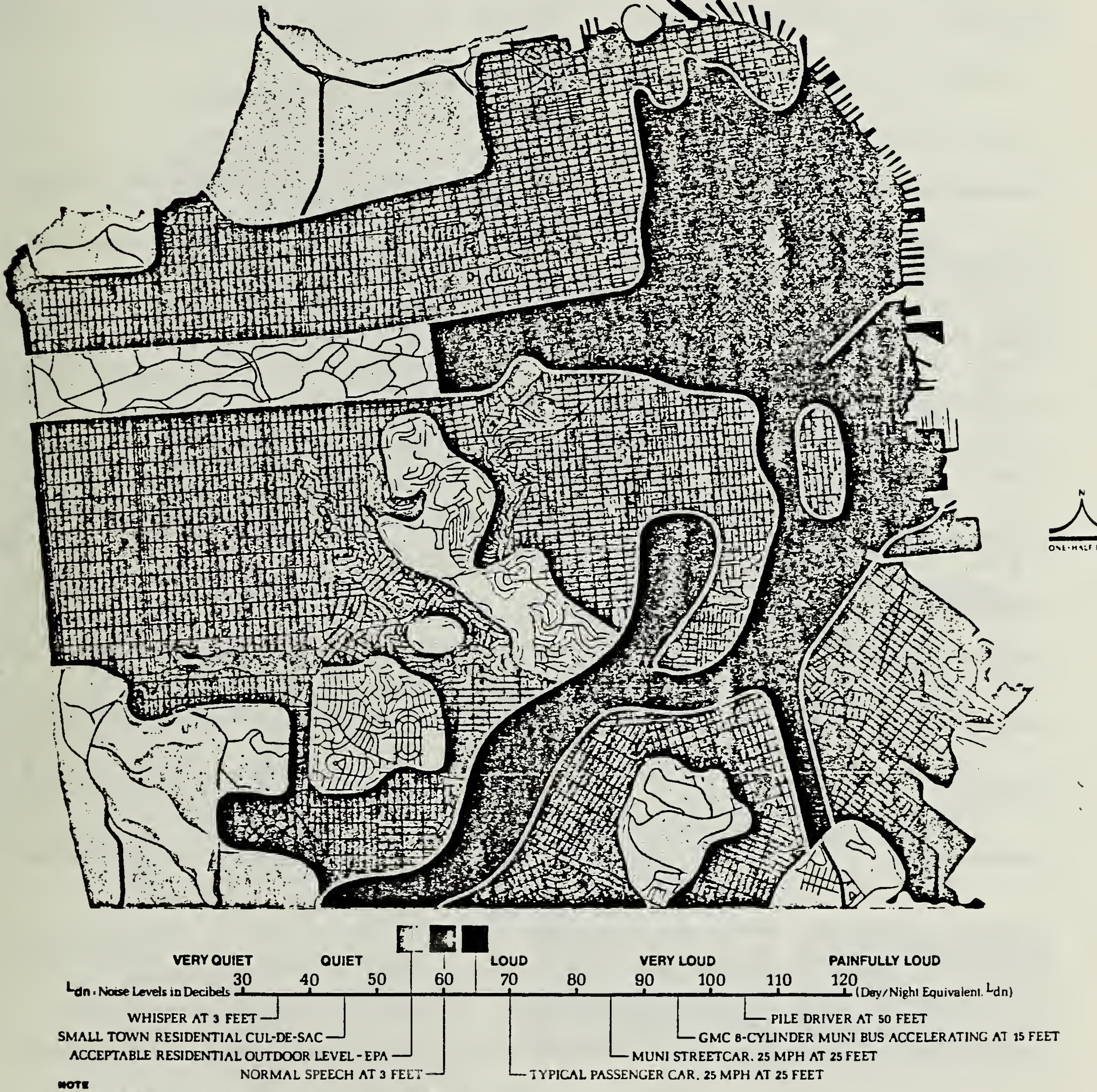
POLICY 3

Locate new noise-generating development so that the noise impact is reduced.

Developments which will bring appreciable traffic into or through noise-sensitive areas should be discouraged. if there are appropriate alternative locations where the noise impact would be less. For those activities—such as a hospital—that need a quiet environme yet themselves generate considerable traf the proper location presents a dilemma. In those cases. the new development should locate where this traffic will not present a problem and. if necessary. incorporate the proper noise insulation.

The feasibility of making noise-reducing changes to existing transportation facilities remains an obstacle to any large-scale transformation. New thoroughfares and new Municipal Railway facilities. however. offer opportunities to overcome objectionable noise aspects. Ideally. new transportation facilities should be located in areas or along routes of least noise-sensitive land uses. Where it is infeasible or undesirable to do so. special noise-suppressing design features should be incorporated into the facilities in order to make them acceptable neighbors.

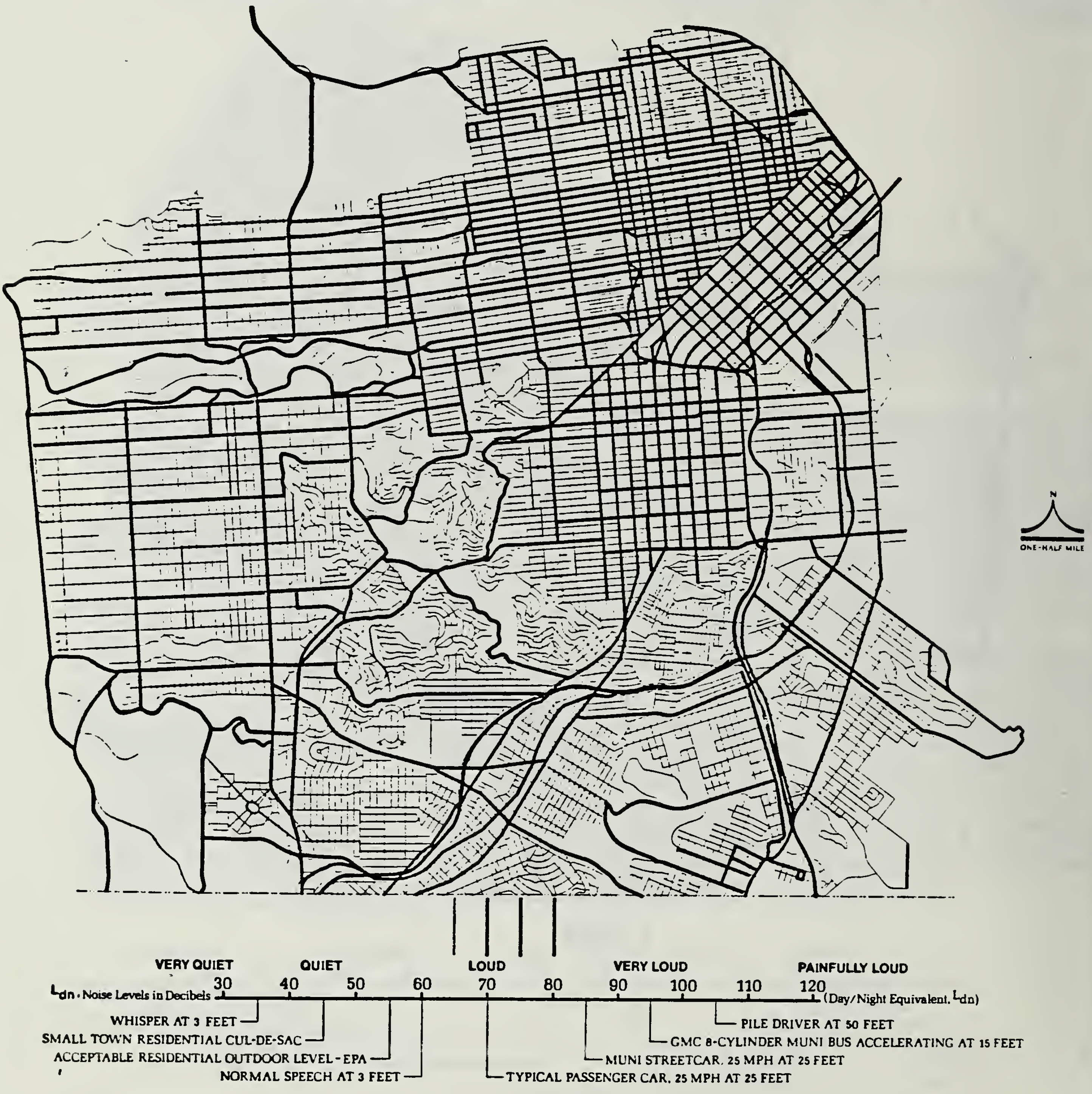
BACKGROUND NOISE LEVELS · 1974


VERY QUIET
QUIET
LOUD
VERY LOUD
PAINFULLY LOUD
Ldn : Noise Levels in Decibels
30
40
50
60
70
80
90
100
110
120
(Day/Night Equivalent. Ldn)
WHISPER AT 3 FEET
SMALL TOWN RESIDENTIAL CUL-DE-SAC
ACCEPTABLE RESIDENTIAL OUTDOOR LEVEL - EPA
NORMAL SPEECH AT 3 FEET
TYPICAL PASSENGER CAR. 25 MPH AT 25 FEET
MUNI STREETCAR. 25 MPH AT 25 FEET
GMC 8-CYLINDER MUNI BUS ACCELERATING AT 15 FEET
PILE DRIVER AT 50 FEET
N
ONE-HALF

NOTE

Background Noise: The general din of street noises excluding all seperate, distinguishable noise events

THOROUGHFARE NOISE LEVELS · 1974



N
ONE-HALF MILE
VERY QUIET
QUIET
LOUD
VERY LOUD
PAINFULLY LOUD
Ldn · Noise Levels in Decibels
30
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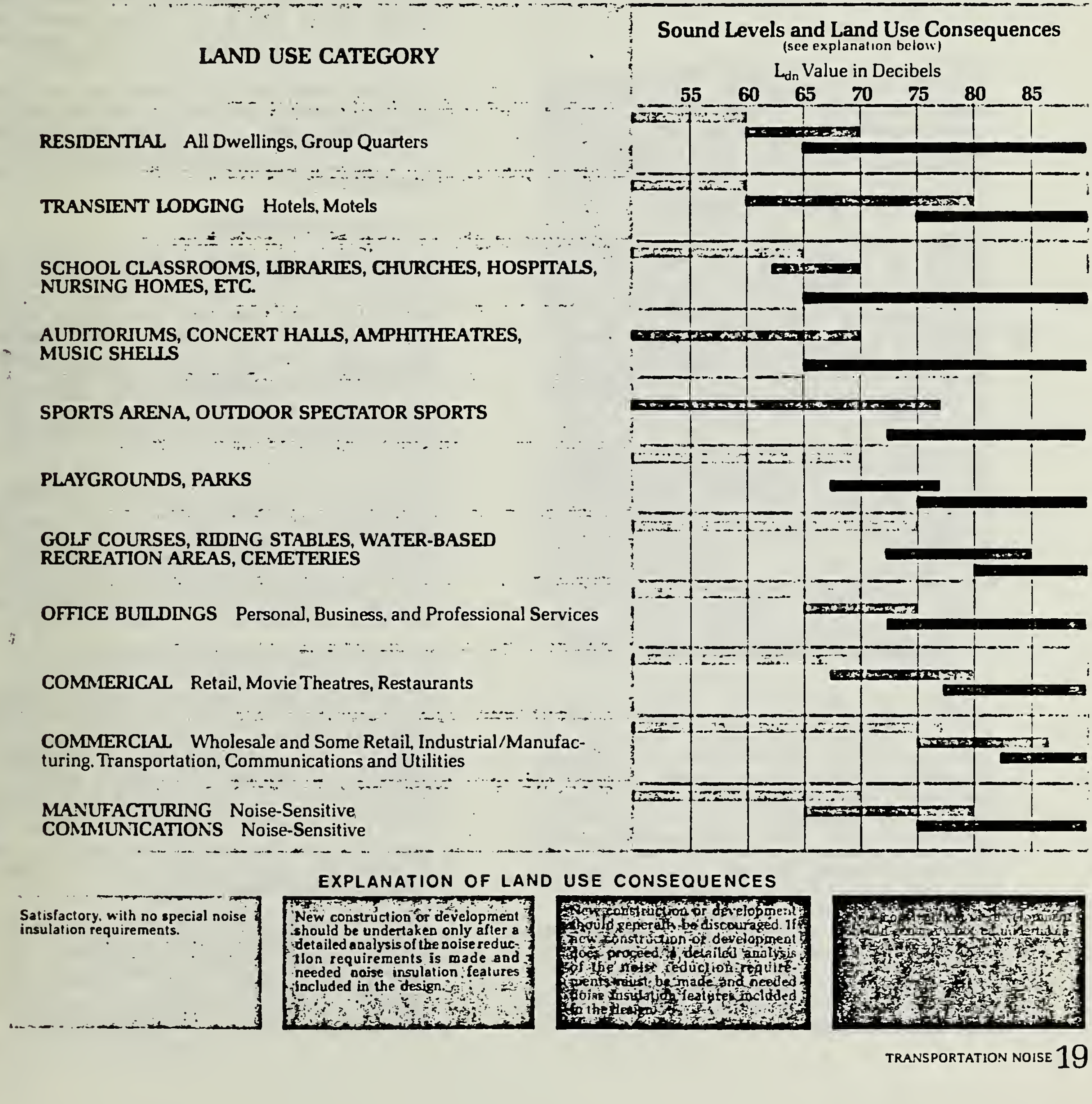
GMC 8-CYLINDER MUNI BUS ACCELERATING AT 15 FEET
PILE DRIVER AT 50 FEET

LAND USE COMPATIBILITY CHART FOR COMMUNITY NOISE



EXPLANATION OF LAND USE CONSEQUENCES

Satisfactory, with no special noise insulation requirements.

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

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Energy

Goals

The objectives and policies contained in the Energy Policy are based on the premise that energy management programs for San Francisco should be designed to protect and enhance the economic and environmental well being of City residents. This is to be accomplished through:

1. More Efficient Use of Energy

Conservation is best understood as a productive enterprise designed to increase the energy efficiency of public and private activities within the City. Substantial energy savings can be produced without requiring either major changes in lifestyle or economic dislocation. Increasing the efficiency of energy use will benefit the local economy by reducing the flow of dollars exported outside the region for fuel needs.

Measured in terms of economic payback, quantity of supply and prevention of environmental disruption, energy conservation becomes a preferred strategy when compared to the increased use of conventional fuels or the development of new fuel sources. It will provide San Francisco residents with the cheapest, most accessible and least disruptive energy supply alternative.

2. Balance of Energy Supplies to Meet Local Needs

Pacific Gas and Electric Company supplies electricity and natural gas to San Francisco. Hydro, oil and natural gas comprise the primary energy sources used to generate electricity, with lesser amounts coming from geothermal and nuclear fuels. Most natural gas is shipped either from Canada or the Southwest, with the balance coming from California producers. The Hetch Hetchy system provides electricity for City and County municipal operations.

PG&E will be shifting to an increased deployment of renewable, alternate energy resources such as solar, geothermal, co-generation and wind. This Energy Policy envisions and encourages a similar energy future for San Francisco. It is consistent with the assessment of the California Energy Commission that renewable energy resources will provide State residents will the greatest long term monetary, social and environmental benefits. The Commission believes local public policy should be directed toward the accelerated development of these resources through both private and municipal actions.

Although these energy alternatives will not displace conventional fuels in the near future, their development will provide San Francisco residents with a more varied resource mix that will be less susceptible to supply and price uncertainties.

3. Economic Development

A citywide energy program has significant job development implications. Reducing utility expenditures will redirect money currently going to energy suppliers outside the region back into the local economy. This bolsters local jobs and can help foster economic development. Increased reliance on conservation and renewable energy technologies will expand local job opportunities, since these industries tend to be labor-intensive in nature.

Job training programs should recognize employment opportunities arising from implementation of local energy programs. Certain energy service enterprises should be located in neighborhood commercial areas, while other energy related manufacturing firms require industrial sites. These needs can be addressed within the City's land use policies.

4. Responsible Community Participation

An effective local energy management program is contingent upon responsible participation from all members of the community. This requires the formation of a partnership between the private and public sectors to coordinate their efforts in finding acceptable solutions to energy problems facing San Francisco. Solutions based on proven and economical methods are the most reliable way of transforming San Francisco into an energy efficient urban community.

The City fostered such participation through the Mayor's appointment of a Citizens Energy Policy Advisory Committee (CEPAC) in 1981. This sixteen member group, representing a variety of community interests, has helped guide the preparation of the Energy Policy.

MUNICIPAL

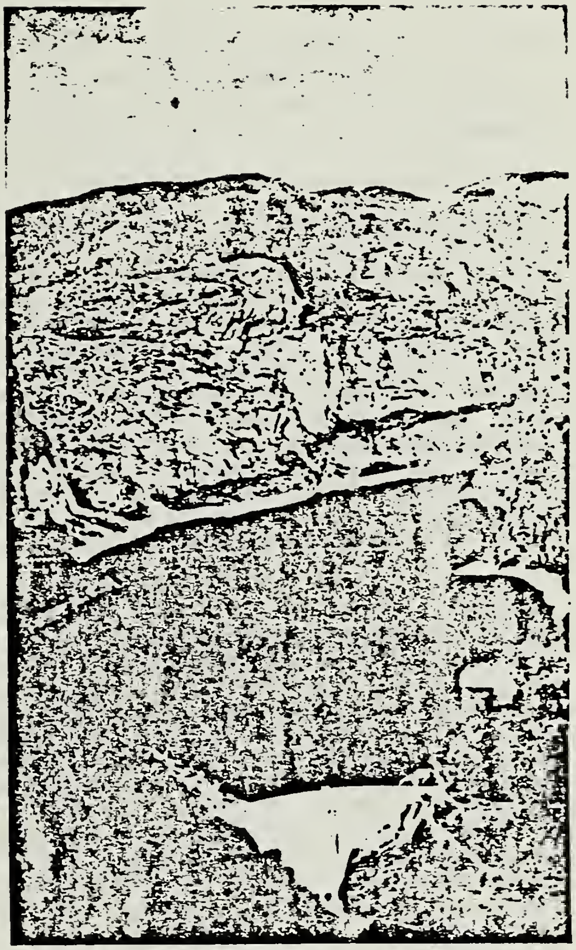
OBJECTIVE 1

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

Municipal government accounts for a small, but growing fraction of San Francisco's total energy use. In 1979, the combined Governmental sector (Federal, state and local) used 3% of the natural gas, and 20% of the electricity supplied to the City. The municipal energy budget in 1980 amounted to $21 million. Electricity demand is expected to increase significantly in the future as municipal wastewater treatment and electrified transit programs are implemented.

Electricity is supplied to municipal facilities through Hetch Hetchy, the City-owned hydro electric facility. Natural gas is supplied by Pacific Gas and Electric Company. Adequate hydro capacity is available to meet projected municipal electrical demand. In this context, electrification of the municipal transit system provides a two fold benefit. It reduces oil dependency while increasing overall reliance on a renewable energy resource, i.e., water.

The City and County should set a positive example for the rest of San Francisco in the management of energy resources. First and foremost, local government should develop a strong internal energy conservation program to learn first hand what management techniques are available to the community. Reducing energy use will reduce operational expenditures, while providing additional city revenues through the sale of conserved energy to private customers.



HETCH HETCHY HYDRO PROJECT

There are excellent opportunities for saving energy within municipal government. Many energy management measures can be incorporated into routine maintenance and operating procedures at virtually no cost. Other measures require a minor investment, while providing a financial return within one or two years. Still others offer longer term monetary and energy savings to San Francisco, while requiring extensive financial investment. A program of budgetary incentives should be developed to encourage City agencies to save energy. Comprehensive municipal energy management requires the participation of all departments and the political and financial support of the Mayor and the Board of Supervisors.

POLICY 1

INCORPORATE ENERGY MANAGEMENT PRACTICES INTO BUILDING, FACILITY, AND FLEET MAINTENANCE AND OPERATIONS.

The City has already begun taking the first step in municipal energy conservation by increasing the energy efficiency of existing facilities. A primary conservation technique involves building energy audits that identify potential energy saving practices and capital investment options. Reductions in electricity use offer the greatest potential, since municipal buildings consume energy primarily for heating, ventilating, air conditioning (HVAC) and lighting needs. Much of this potential could be realized through changes in operational and maintenance procedures. Energy monitoring reports, issued on a regular monthly basis, provide a means for comparing actual and budgeted energy use.

The City and County of San Francisco owns and operates a sizable vehicle fleet. Management practices involving the operation and maintenance of these vehicles provide a method for reducing unnecessary fuel usage. A scheduling system for vehicle maintenance would, for instance, insure that energy conservation actions are taken on a planned basis. Gasoline, diesel, and electricity consumption would be affected. Education is critical to an effective fleet energy management program since personal driving habits greatly influence overall energy requirements.

POLICY 2

INTEGRATE ENERGY COST REDUCTION MEASURES INTO THE BUDGET PROCESS.

Once measures have been taken to improve maintenance and operations, additional energy cost savings can be obtained from retrofit investments and the acquistion of new assets. Energy criteria should be considered in purchase decisions to allow the City to identify and evaluate cost reduction investment opportunities.

Payback is a reliable measure for appraising municipal investments opportunities in energy conservation and renewable technologies. Payback provides an indication of the length of time required to recover an initial investment in an energy saving measure based on the dollar value of the energy savings resulting from that investment. It can help answer such questions as whether the City should replace its incandescent street lights with fluorescent or low sodium lights.

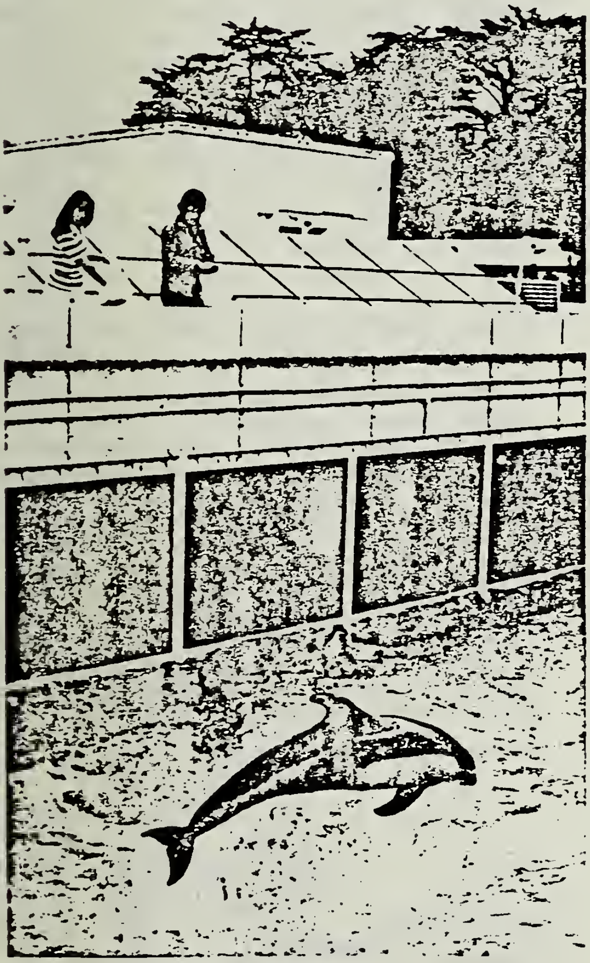
Life cycle cost analysis is a useful method for assessing municipal decisions on the purchase of capital equipment. The cost-effectiveness of the item is evaluated by combining the initial cost of the asset with all of the related energy costs associated with using the asset over its expected life. In many cases, a higher priced item might be a better investment if its operational costs for energy use are relatively low over time. Life cycle cost analysis should replace the current municipal bid process, which emphasizes initial costs to the exclusion of life time operational costs in purchasing decisions.

POLICY 3

INVESTIGATE AND IMPLEMENT TECHNIQUES TO REDUCE MUNICIPAL ENERGY REQUIREMENTS.

When low cost energy management practices have been incorporated into operations and maintenance procedures, emphasis should be placed on capital investments that would reduce municipal energy demand still further. State of the art energy technologies, such as solar water heating systems, should be considered for use in municipal demonstration projects. The Steinhart Aquarium in Golden Gate Park is a successful example of a solar retrofit demonstration project. Co-generation systems might provide an attractive investment for facilities such as schools and hospitals that have large space heating needs. Governmental buildings with constant hot water but seasonal space heating requirements could be likely candidates for separate boiler systems. Such applications increase the efficiency of energy use while providing opportunities to inform and educate the public.

In new City and County facilities, redevelopment projects, and extensive rehabilitation or modernization work, building design should be encouraged that will minimize overall energy requirements. Recently completed State and Federal facilities in Northern California consume substantially less energy than is currently allowed under the State's Title 24 energy conservation standards. District heating and other "total energy" systems can provide economical alternatives to less efficient decentralized energy systems. Demonstration projects of this type would set an example to the private sector on feasible methods to reduce energy budgets for major new projects.



SOLAR AT STEINHART AQUARIUM

POLICY 4

ENCOURAGE INVESTMENT IN CAPITAL PROJECTS THAT WILL INCREASE MUNICIPAL ENERGY PRODUCTION IN AN ENVIRONMENTALLY RESPONSIBLE MANNER.

The City's Hetch Hetchy system currently provides ample electricity to meet all municipal needs. Excess power is sold to other government agencies and private customers, providing revenues to the City and County. Recent studies have indicated that Hetch Hetchy's electrical capacity could be increased through investments in a variety of projects, including small hydro development throughout the system. Such expansion should be undertaken in conjunction with careful consideration of the environmental consequences to the surrounding region.

The City and County has several additional opportunities to increase municipal energy production capability in an environmentally responsible manner. These include participation in a solid waste to energy plant to produce electricity, treatment of sewerage for possible production of methane gas, and involvement in community waste recycling efforts. These projects would alleviate current waste problems while producing fuels that might prove useful in governmental demonstration projects.

POLICY 5

INCLUDE ENERGY EMERGENCY PREPAREDNESS PLANS IN MUNICIPAL OPERATIONS.

The City and County of San Francisco should be prepared for possible fuel shortages or disruptions in energy supplies due to political or economic events in addition to emergency situations resulting from natural disasters such as earthquakes. These situations could have a severe impact on important municipal services normally supplied to the public. Energy contingency plans are essential to minimize impacts on the health safety, and general welfare of the public. Such plans should be coordinated with State emergency preparedness efforts.

San Francisco's energy emergency preparedness plan should emphasize management systems such as fuel rationing, delineation of essential and non essential services and restricted vehicle operations that would ensure the continued provision of essential public services. In addition, community preparedness and financial management strategies should be examined to reduce local economic dislocations from sudden energy scarcity and price increases.

RESIDENTIAL

OBJECTIVE 2

ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

San Francisco's residents have seen their utility bills rise well beyond the rate of inflation. Higher utility costs only exacerbate the fact that the city is one of the most expensive housing markets in the nation. The Federal government has reduced its funding commitments to energy conservation. The State's role in residential energy conservation, though important, has also been limited by budget cutbacks. As a result, city government must provide leadership in working with the private sector and PG&E to stabilize energy costs.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. San Franciscans use considerably less electricity than average PG&E residential customers, although they consume close to the average amount of natural gas. Natural gas is used primarily for space and water heating, while electricity is used for lighting and appliances. Older housing typical of San Francisco is poorly insulated and requires more heating, and generally contains fewer appliances. Natural gas usage represents the largest energy savings potential in the residential sector, through the implementation of cost-effective weatherization measures and more efficient operation of space and water heating systems.

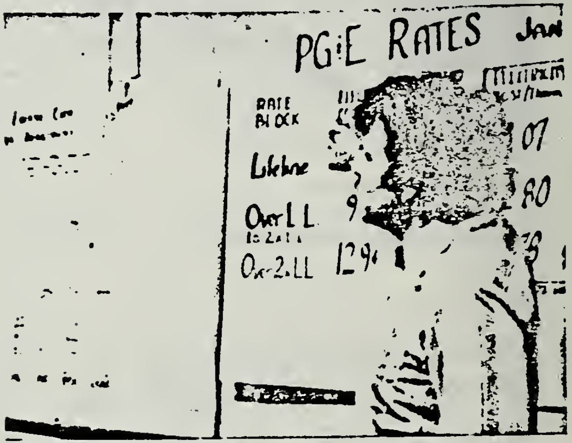
Actions taken to increase the efficient use of energy may raise initial housing costs for private owners in some cases. These actions will, however, promote affordable housing in the long run by reducing annual utility expenses. San Francisco residents can save substantial sums of money and energy by undertaking an aggressive energy managment program that includes community education and promotion, regulation, creative financing, and some capital investment. Special emphasis should be devoted to programs that benefit the city's renter and elderly residents, since this portion of the population pays a higher proportion of their income on energy bills.

POLICY 1

IMPROVE THE ENERGY EFFICIENCY OF EXISTING HOMES AND APARTMENT BUILDINGS.

The vast majority of the City's homes and apartment buildings were built prior to the adoption of California's building energy standards. Economical remedial energy measures are currently available that can produce significant energy and monetary savings to residents of these structures. These measures include, but are not limited to, increased levels of ceiling insulation, weatherstripping and caulking of windows and exterior doors, low flow showerheads, thermostat setbacks, water heater blankets and electric ignition devices for appliances. Implementation of these measures on a Citywide level would reduce projected expenditures for energy by millions of dollars, and at a relatively low cost to the city's residents.

A special problem exists in attempts to upgrade the energy efficiency of San Francisco's apartment buildings. Tenants pay utility bills, either directly when billed by PG&E, or indirectly when landlords pass through utility costs in rents. As a result, landlords have little incentive to install energy management measures. Likewise, tenants are reluctant to make capital improvements to their apartments for a number of reasons: many tenants move relatively frequently, making justification of capital improvements difficult; tenants perceive building improvements as a landlord responsibility; and, in master metered buildings, tenants who reduce their energy consumption often are not rewarded by lower utility charges and/or rent reductions.



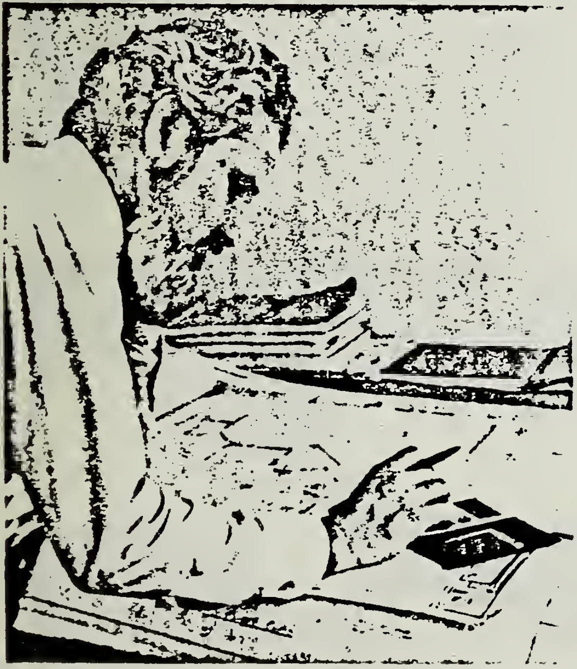
NEIGHBORHOOD WORKSHOP ON ENERGY CONSERVATION

Local weatherization activities should emphasize a combination of educational and governmental enforcement measures. Utility and community organizations are good resources for educating homeowners, tenants, and landlords about energy cost reduction opportunities, including financial and technical assistance programs. Master metering should be strongly discouraged, and conversion to individual metering encouraged when shown to be cost-effective. Municipal building and housing codes should be examined for ways to include economical energy efficiency standards in existing residential structures. These efforts are necessary to protect the affordability of housing in San Francisco.

POLICY 2

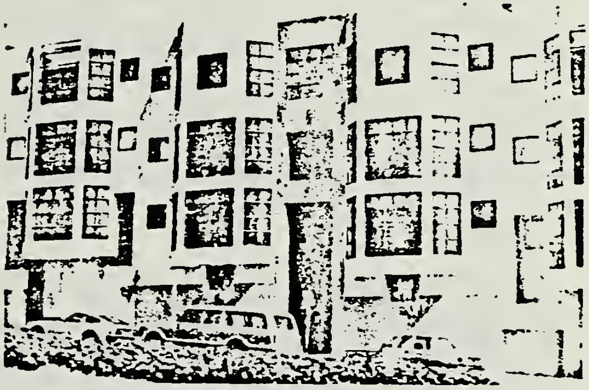
STRENGTHEN ENFORCEMENT OF THE STATE'S RESIDENTIAL ENERGY CONSERVATION BUILDING STANDARDS.

California has adopted energy standards for new residential buildings and buildings undergoing extensive remodeling (Title 24). Homes and apartments constructed according to these standards are expected to consume approximately 40% less energy than comparable older units.



10 TITLE 24 ENERGY PLAN CHECK

The State has left enforcement of Title 24 energy standards to local government, without providing financial assistance for staff support. As a result, local government enforcement is uneven at best. It is important that San Francisco have an inspection staff that is knowledgeable about State energy standards for this region. In addition, there must be sufficient personnel to properly review plans and undertake site inspections to insure compliance with Title 24.



SOLARIUM DESIGN IN NEW HOUSING - GEARY BLVD.

POLICY 3

EXPAND THE ENVIRONMENTAL REVIEW PROCESS TO ENCOURAGE THE USE OF ADDITIONAL MEASURES TO SAVE ENERGY IN NEW HOUSING.

Designers of new housing should address the site as the first step in production of energy efficient housing. The primary energy needs of residental structures in San Francisco are space and water heating. Whenever practical, housing sites should be oriented to provide maximum exposure of living areas to sunlight and daylight. This will significantly reduce space heating and lighting needs.

Building technologies currently on the market make it economically feasible to produce energy efficient housing beyond the State adopted standards. These technology options include solar water heating systems, operational skylights for natural daylighting and ventilation, and co-generation and waste heat recovery systems in mixed use projects. Specific guidelines should be made available to assist developers in assessing specific technologies for new development projects.

POLICY 4

ENCOURAGE THE USE OF ENERGY CONSERVING APPLIANCES AND LIGHTING SYSTEMS.

Over two-thirds of San Francisco's residential electrical demand is devoted to the operation of refrigerators, household appliances and lighting systems. State and Federal legislation has set minimum efficiency standards for major new appliances and requires labels that reveal anticipated lifetime operational costs. Labeling, combined with educational programs, should make consumers more aware of the energy requirements of major household appliances such as refrigerators, stoves and heaters.

The use of fluorescent lighting systems for service areas, in combination with light dimmers for living areas, is a proven way to reduce electricity use while providing adequate lighting comfort.

POLICY 5

EMPHASIZE ENERGY CONSERVATION IN LOCAL GOVERNMENT HOUSING ASSISTANCE PROGRAMS.

INSULATION WORK IN HOUSING REHABILITATION

City housing agencies should take the lead in adopting energy conservation criteria into their housing programs. Reducing energy expenditures is an important part of providing affordable housing. Energy audit and weatherization work should be coordinated with the city's rehabilitation loan programs. Energy efficiency should be stressed in new subsidized units.

Redevelopment areas should be targeted as demonstration sites for the purpose of constructing energy efficient housing. Sites should be analyzed for their energy production potential. Housing construction within redevelopment areas should achieve lower energy budgets than currently allowed under State Title 24 energy standards, in order to set an example for other areas of the city.

POLICY 6

ADVOCATE REAL ESTATE ASSOCIATION PARTICIPATION IN RESIDENTIAL ENERGY MANAGEMENT PROGRAM EFFORTS.

Homeowners and investors increasingly seek information on utility bills prior to purchasing property. The general public relies on the opinion and expertise of the real estate industry on housing matters. As such, San Francisco's realtors should become actively involved in marketing energy management strategies to both home and apartment building owners. By educating clients on energy efficiency improvements that will reduce operating energy costs, the real estate industry would provide a valuable service in helping to upgrade San Francisco's housing, without the need for additional government regulations.

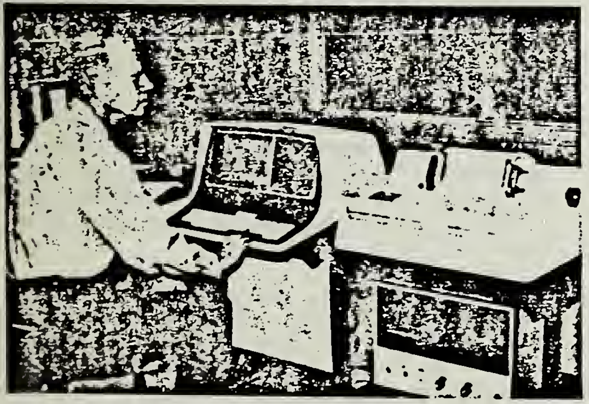
COMMERCIAL

OBJECTIVE 3

PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

The commercial sector is the fastest growing energy use sector in San Francisco. Commercial buildings consume over half of the electricity and over a quarter of the natural gas supplied to the city. Within this sector, electrical demand has been growing at a rate double the growth of total city demand. The current boom in new office construction will further increase commercial energy use. Energy conservation in commercial buildings, therefore, represents an important citywide objective.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and welding operations, while natural gas is used for space and water heating, food storage/ preparation and metal fabrication. The greatest energy savings can be made through better management of lighting and better design and management of heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses and industry substantial amounts of money that can be reinvested in the local economy. In the absence of efficiency improvements, energy expenditures by commercial and industrial users would be expected to triple in a decade.



ENERGY MANAGEMENT CONTROL SYSTEM

An effective commercial and industrial energy management program will require the participation of architects and design engineers, and representatives of organizations, such as the Building Owners and Managers Association, the Chamber of Commerce, and PG&E.

POLICY 1

INCREASE THE ENERGY EFFICIENCY OF EXISTING COMMERCIAL AND INDUSTRIAL BUILDINGS THROUGH COST-EFFECTIVE ENERGY MANAGEMENT MEASURES.

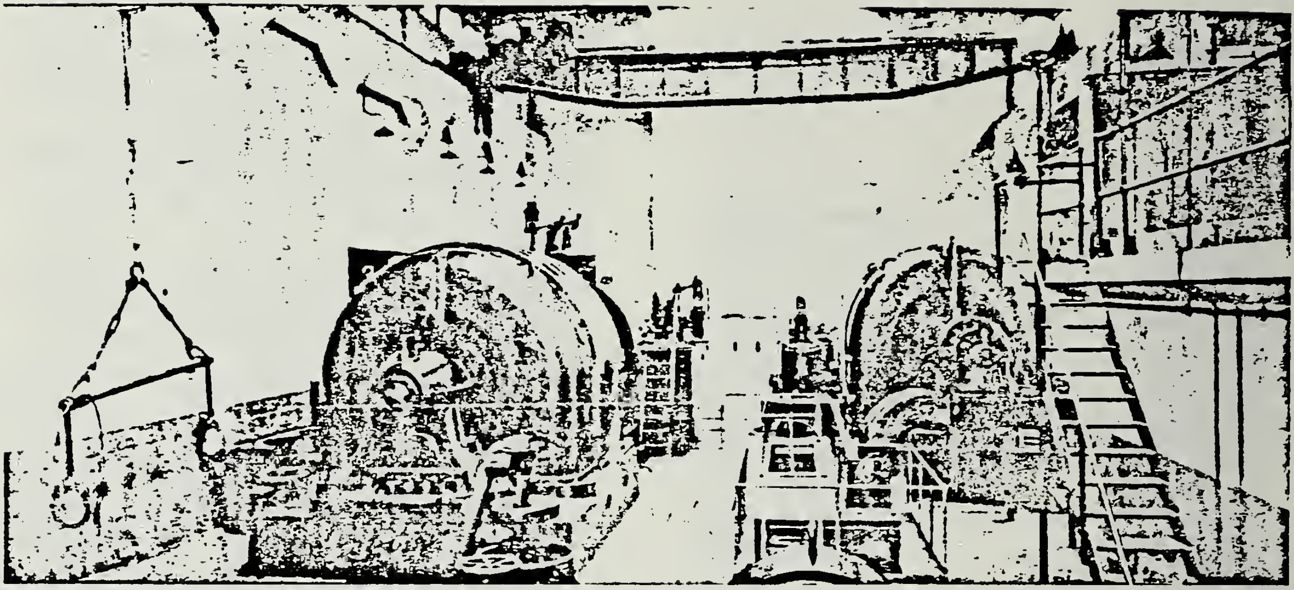
The vast majority of commercial and industrial buildings were constructed when energy costs were of little concern to architects and engineers. The costs associated with doing business in San Francisco have risen partially as a result of energy expenditures that have increased dramatically over the past decade. Many of the barriers to multifamily residential energy conservation apply to commercial structures as well. There is a diversity of building types and equipment in use, thus requiring specialized analysis for each structure. Many commercial businesses are tenants in master-metered buildings and are only indirectly held accountable for energy use through operating cost clauses in their leases.

There is a strong need for private business leadership in promoting energy efficiency in existing buildings. Key strategies to reduce operating energy loads involve proper maintenance and operation of mechanical systems. Lighting levels can be adjusted and incandescent lighting replaced with fluorescent, mercury and sodium alternatives. Computerized energy management systems can be an economical measure for large energy users. Commercial and industrial energy conservation is limited only by the innovation and imagination of building architects and engineers.

POLICY 2

INSURE ADEQUATE LOCAL ENFORCEMENT OF CALIFORNIA'S NON-RESIDENTIAL BUILDING STANDARDS.

The California Energy Commission has adopted and periodically reviews energy design standards for all new non-residential buildings (Title 24). The standards require that all new buildings be designed to use significantly less energy than buildings built



PG&E STEAM SYSTEM

prior to the passage of the new requirements.

The City is charged with the enforcement of the State building standards. Enforcement of the standards is a responsibility of the City's Bureau of Building Inspection (BBI). Conformance with the State's energy efficiency standards should be a priority in the City's building permit review process. This will require adequate training of building code inspectors on the energy components of the building standards.

POLICY 3

EXPAND THE ENVIRONMENTAL REVIEW PROCESS TO ENCOURAGE THE USE OF ADDITIONAL MEASURES TO SAVE ENERGY IN NEW COMMERCIAL BUILDINGS.

California Title 24 Standards do not reflect the state of the art in building efficiency design. There are a number of design features which have been used successfully in some San Francisco high rise buildings to further reduce energy consumption, e.g. the use of natural ventilation to reduce air conditioning demand. Detailed case studies should be undertaken to evaluate the performance of such features. This information should be shared with parties involved in building design and EIR preparation.

The environmental impact report (EIR) process is designed to review the potential environmental impacts associated with major new development projects. This process provides an opportunity for dialogue among the City, developer and public on a range of issues, including energy. Commercial case studies and energy research efforts should be undertaken to determine cost-effective energy conservation strategies, e.g. single metering, integrated energy systems, flextime to reduce peak transit use, that should be integrated into EIR procedures.

POLICY 4

PROMOTE COMMERCIAL OFFICE BUILDING DESIGN APPROPRIATE FOR LOCAL CLIMATE CONDITIONS.

The climate of San Francisco is dominated by the sea breezes characteristic of maritime climates. Because of the steady stream of marine air, there are few heat and cold extremes. Temperatures exceed 90 degrees F. on an average of once a year, and drop below freezing on an average of less than once a year.

Commercial building design should reflect San Francisco's climate. Buildings designed to take advantage of nearly year long westerly winds will be able to maximize natural ventilation opportunities. Heating, ventilation and air conditioning (HVAC) systems should be designed with these climatic conditions in mind. These actions would reduce both operating costs and energy demand.

POLICY 5

ENCOURAGE USE OF INTEGRATED ENERGY SYSTEMS.

Integrated energy systems are a promising method for increasing the efficiency with which energy is used in commercial and mixed use projects. This concept encompasses a variety of systems. District heating and cooling systems deliver hot water or steam to buildings from a central location. San Francisco has three district heating systems serving the Civic Center and downtown areas, two of which are owned by PG&E. These systems are presently underused, despite considerable activity in new commercial office construction downtown. A feasibility study on providing steam service to new projects within or adjacent to the present steam distribution area should be undertaken. The present system could be operated more efficiently at lower unit cost with additional customers.

Other integrated energy technologies, such as co-generation and waste heat systems, use one fuel source to provide two or more end needs, thereby reducing overall energy requirements. Such systems might present a feasible and economically attractive energy supply option for new commercial office, mixed use and industrial projects. Initial studies should be undertaken to assess the potential application of these technologies on new development projects.

TRANSPORTATION

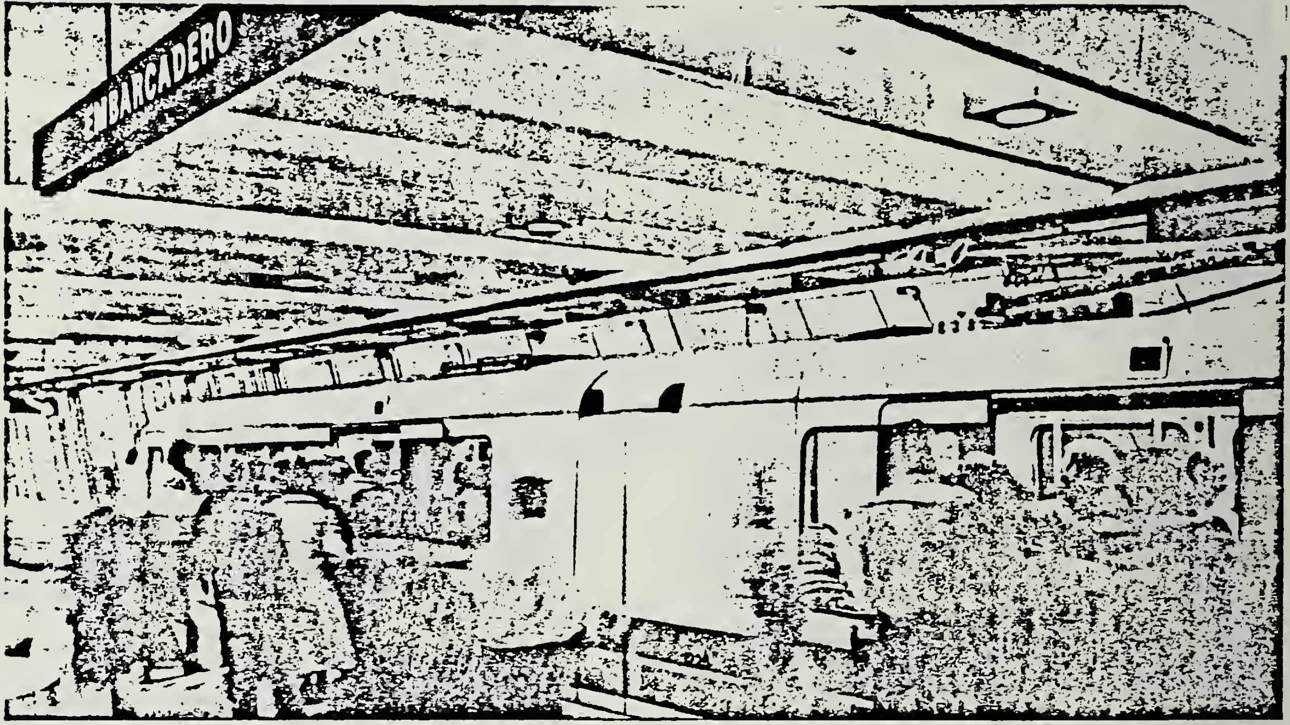
OBJECTIVE 4

INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

Transportation activities consume more than a third of San Francisco's total energy. Personal auto use accounts for more than half of total transportation energy use locally, and more than half of this total is for work commuting. The most obvious way to reduce this level of fuel consumption is to reduce personal auto use for both work and non work travel. Where people still must rely on autos, it is necessary to make more efficient use of them, by increasing both passenger loads and fuel economy.

Providing efficient transportation services in metropolitan areas is a complex problem. The best way to reduce transportation energy use is to increase the overall efficiency of transportation systems. Policies should be developed which take advantage of densities and location to reduce the need to travel and increase access to transit. Significant energy savings could result from construction of mixed use development projects that integrate employment with residential and shopping uses.

The benefits of reduced transportation energy use are clear. It will save money for both San Francisco's residents and business community while conserving critical fuel resources. This will, in turn, reduce the city's vulnerability to oil supply interruptions, with the added environmental benefit of lessening pollution and congestion.



MUNI METRO

POLICY 1

INCREASE THE USE OF TRANSPORTATION ALTERNATIVES TO THE AUTOMOBILE.

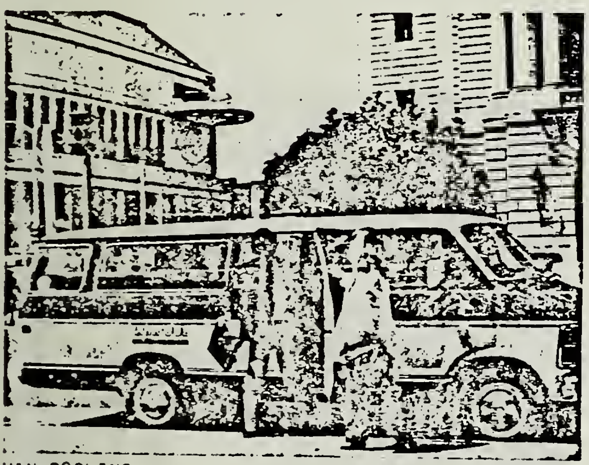
Transit remains one of the more energy efficient methods of accommodating personal transportation needs, particularly the daily commute to and from work. The City of San Francisco is fortunate to have an extensive transit system that is used and supported by local residents. As such, its continuance and expansion should be encouraged.

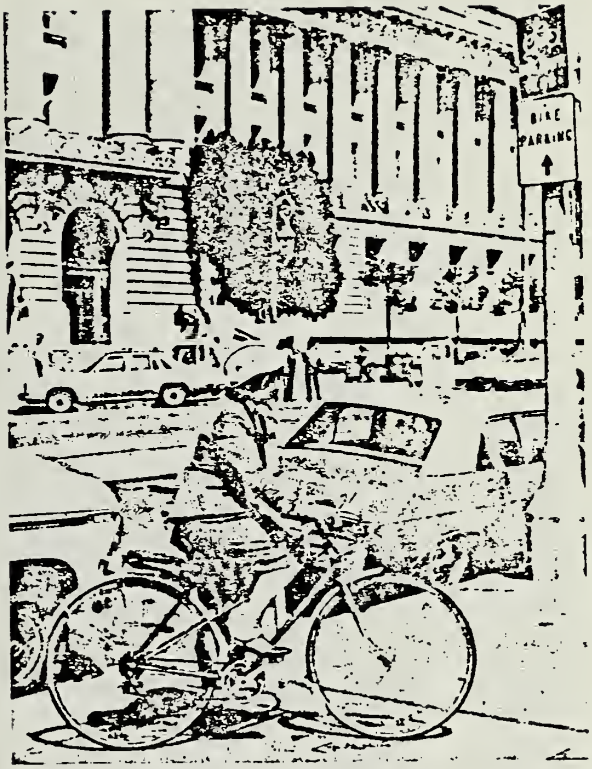
The system, however, is not without its problems. Local revenue sources are declining in proportion to the rising costs of maintaining existing service levels. The growth of commercial office development downtown, while increasing the local tax base, also imposes pressure to expand the existing service network in order to avoid both increased congestion and a reduction in transit service levels. A financing partnership should be established to maintain and enhance the city's energy efficient transportation network. Financing mechanisms should be pursued to allocate the costs associated with increased transit service demand. In addition, a variety of transportation alternatives, including the provision of bicycle, jitney, and pedestrian facilities, should be carried out through both public and private transportation energy management programs.

POLICY 2

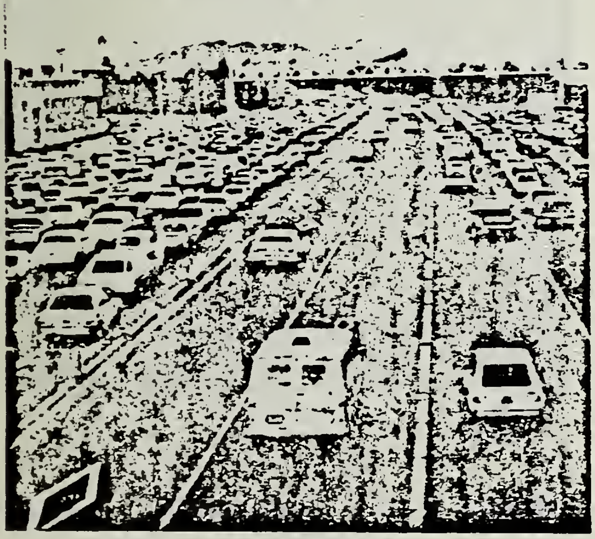
PROVIDE INCENTIVES TO INCREASE THE ENERGY EFFICIENCY OF AUTOMOBILE TRAVEL.

Increasing the energy efficiency of automobile travel should be a major local transportation energy policy. Incentives should be instituted to increase the number of passengers per vehicle for local travel. Preferential parking for carpools and van pools, restrictions on the availability of long term parking for single occupant vehicles, and continuance of state tax credits for employers who implement carpool and vanpool programs, are some of the ways to encourage energy efficient high occupancy auto travel. In addition, the city can promote use of fuel efficient vehicles through implementation of preferential parking policies for smaller autos, and reducing the size of off-street parking spaces.


VAN POOLING



COMMUTING BICYCLIST


HIGH OCCUPANCY VEHICLE LANES

POLICY 3

ENCOURAGE AN URBAN DESIGN PATTERN THAT WILL MINIMIZE TRAVEL REQUIREMENTS AMONG WORKING, SHOPPING, RECREATION, SCHOOL AND CHILDCARE AREAS.

An energy efficient transportation system is highly dependent on local land use policies. San Francisco's high density, compact form lends itself to the use of various transportation alternatives in order to satisfy the daily needs of local residents. Recent developments, however, could seriously alter this balance. New housing has not kept pace with the growth in local employment, imposing pressure on existing housing and encouraging housing growth outside the city. Commercial neighborhood districts are under intense development pressure, forcing certain neighborhood services to move outside the area. These trends increase distances, and thus energy requirements, for personal travel.

The city should implement programs that reinforce San Francisco's present urban design pattern. Housing conditions placed on new commercial office development projects should emphasize the provision of housing at or near employment centers. Neighbornood commercial policies should promote the continued presence of diverse local service establishments. These policies would enhance the city's existing urban character, while keeping personal transportation energy requirements to a minimum.

POLICY 4

PROMOTE MORE EFFICIENT COMMERCIAL FREIGHT DELIVERY.

Better designed and more adequate space for freight loading in major high rise commercial buildings will increase the energy efficiency of the transportation system by minimizing traffic congestion. San Francisco should aggressively enforce recently enacted off-street freight loading and service vehicle space requirements. The City should also examine the feasibility of establishing satellite freight centers to reduce truck movement into the downtown.

POLICY 5

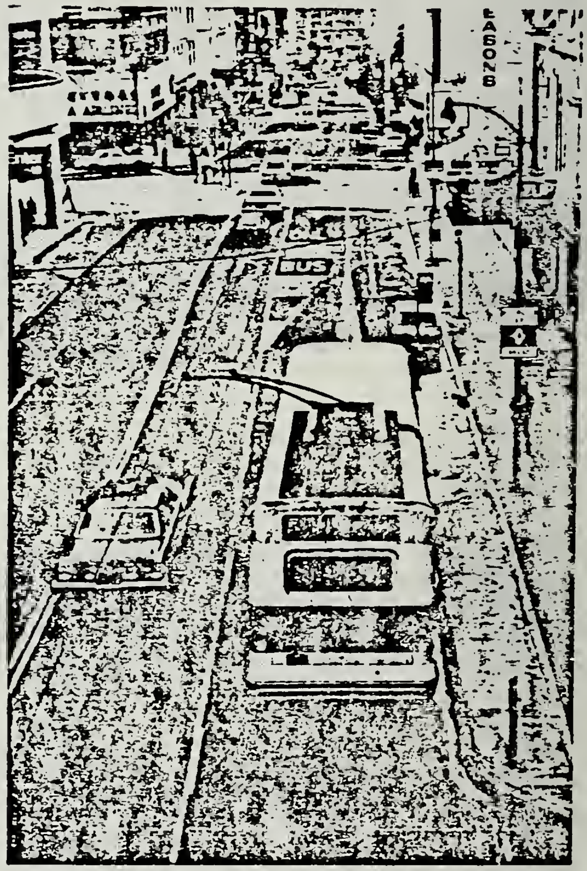
ENCOURAGE CONSIDERATION OF ENERGY USE ISSUES WHEN MAKING TRANSPORTATION INVESTMENT DECISIONS.

The development of new transportation facilities can either increase total energy demand or encourage greater energy conservation. The funding of highway and transit projects is complex and involves the agreement of many government agencies. San Francisco should work with other local governments and regional agencies to ensure that future transportation plan development is consistent with its transportation and energy policies, both of which emphasize energy conservation.

POLICY 6

PROMOTE ALTERNATIVE WORK ARRANGEMENTS WHICH WILL CONTRIBUTE TO MORE EFFICIENT TRANSPORTATION USE.

Currently, the work trip is the largest single component of personal transportation needs, responsible for peak service loads and overcrowding of the existing transportation system. Energy savings could be achieved through more efficient utilization of the existing transit system. Alternate work arrangements, such as flex-time or staggered work hours, have the potential for increasing the efficiency of the existing transportation system while reducing the need for system expansion.



TRANSIT PREFERENTIAL LANE

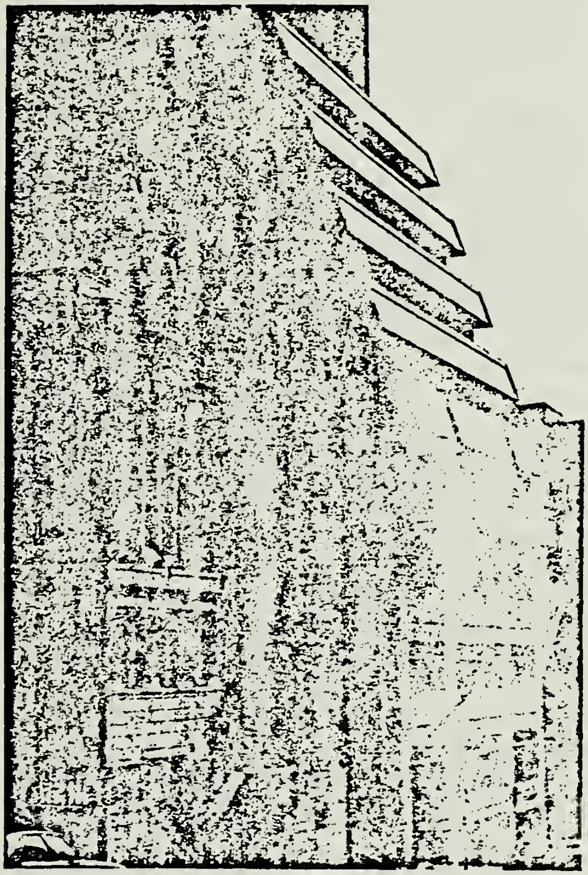
ALTERNATE ENERGY

OBJECTIVE 5

PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

Renewable energy is a term applied to energy sources which do not rely on finite reserves of fossil or nuclear fuels. These sources are directly or indirectly due to the sun, with the exception of tidal energy, and include such forms as solar, wind, biomass, and hydro. Renewable energy sources are non-depletable; hence, their use reduces dependence on conventional fossil fuels, particularly from foreign sources. They are relatively benign to the natural environment. In addition, renewable energy sources tend to be labor intensive, encouraging the growth of local enterprises and jobs. For these reasons, their use should be actively encouraged.

SOLAR HOT WATER SYSTEM RETROFIT



PASSIVE SOLAR OFFICES - SIERRA CLUB

All City agencies should give greater consideration to the potential use of renewable energy systems. Land use and regulatory codes should integrate renewable energy concerns. Solar access issues should be identified and local approaches developed to facilitate the use of various systems for space and water heating needs. Local government codes have, directly or indirectly, encouraged greater energy use and discouraged investments in renewable energy technologies. Changes in land use policies and regulatory codes can significantly increase local reliance on renewable energy resources. These programs include expediting permit applications, consumer protection, information services, and special programs for low-income residents and small commercial businesses. Local government should be committed to undertaking this re-examination in order that it might better reflect a position of leadership in support of renewable energy sources.

POLICY 1

DEVELOP LAND-USE POLICIES THAT WILL ENCOURAGE THE USE OF RENEWABLE ENERGY SOURCES.

Steps should be taken to protect areas offering high solar energy collection potential, such as south facing slopes, from being shaded. Solar access strategies will differ according to existing and proposed height and bulk regulations. South wall and rooftop solar access may be achievable in low density residential districts. Rooftop access should be possible in medium to high density residential, commercial and mixed use districts. If new development impairs the performance of existing systems, compensatory or mitigation measures should be taken.

POLICY 2

REMOVE OBSTACLES TO ENERGY CONSERVATION AND RENEWABLE ENERGY SYSTEMS IN ZONING AND BUILDING CODES.

A detailed analysis of zoning and building codes should be performed, particularly in terms of problems encountered by persons who have installed or tried to install systems. The National Association of Building Officials has anticipated many such problems and has developed a Uniform Solar Code to facilitate installation of solar equipment. The California Energy Commission has developed model solar access and wind legislation. These codes should be reviewed for possible adoption in San Francisco. In addition, constraints in existing local codes and permit procedures should be analyzed and modified, if the modifications do not conflict with basic health and safety concerns.

SOUTH FACING HILLSIDE - SOLAR POTENTIAL

USE OF NATURAL LIGHT - LEVI PLAZA

POLICY 3

DEVELOP INFORMATION RESOURCES TO ASSIST IN THE USE OF RENEWABLE ENERGY.

Providing reliable information is an important activity in the marketing of renewable energy. Such information can motivate individuals to install energy conservation measures and renewable energy technologies. However, a key part of a successful information service program involves developing materials best suited to individual needs.

Local information services should not duplicate work proceeding at other government and utility levels but, instead, focus on local concerns: system performance in San Francisco, applicable planning and building codes, solar orientation, system sizing and access criteria, consumer protection programs, and technical assistance on solar and wind audits. A local renewable resource information service should keep citizens informed of technology developments, while acting as a clearing house on land use and code requirements. Monitoring existing solar installations is necessary to develop reliable information on expected performance. Such information is essential to those making decisions involving the local use of renewable resources.

INTERGOVERNMENTAL

OBJECTIVE 6

SUPPORT FEDERAL, STATE AND PG&E ENERGY PROGRAMS THAT ARE EQUITABLE, AND ENCOURAGE CONSERVATION AND RENEWABLE ENERGY USE.

Local energy programs should be tied closely to existing Federal and State laws. The complexity of energy supply and distribution systems, in addition to social equity and economic considerations, require coordination of government and utility energy plans. Local energy management efforts should be designed to inform and support local residents and businesses in using available Federal, State and utility energy assistance programs.

To carry out this objective, San Francisco should monitor energy legislation at all government levels and maintain an open dialogue with public and private agencies which have energy planning programs underway.

POLICY 1

SUPPORT CONTINUATION OF STATE AND FEDERAL TAX INCENTIVES AND CREDITS FOR CONSERVATION AND RENEWABLE ENERGY TECHNOLOGIES.

Conservation and renewable technologies are, for the most part, economical methods to reduce utility operating costs. Their widespread use, however, is dependent on the decisions of individuals and business firms to invest in these technologies. The initial costs associated with conservation and renewable energy systems dissuade individuals from investing in these technologies, regardless of potential long term benefits in reduced operating expenses. Federal, State and utility financing programs are necessary to reduce, or defer the initial costs of investing in conservation or renewable energy resources, in order to make the investment option attractive to the individual. Tax credits, depreciation allowances, and low interest loans are but a few examples of financing incentives currently in place which, when combined with high energy bills, are convincing utility customers to invest in conservation and renewable energy.

Financing incentives for small business and apartment building owners are of particular importance. Small businesses typically lack the capital to invest in energy technologies that would reduce long term operating costs. Many small businesses are tenants and thus are not responsible for making structural improvements and/or changes to the buildings they occupy. Owners of apartment buildings face a different disincentive. Generally, these owners either do not pay their tenants' utility bills, or pass on the operating costs to tenants as part of rents. Investments will occur only if building owners are offered financial incentives, e.g. tax credits, to offset investment income.

POLICY 2

PROMOTE STATE ENERGY BUILDING STANDARDS THAT ARE COST-EFFECTIVE AND TAKE INTO ACCOUNT SAN FRANCISCO'S CLIMATE AND DENSITY PATTERNS.

The California Energy Commission has recently revised its energy standards for new building construction. The new standards are intended to reduce energy costs by relying on increased ceiling and wall insuation, thermostat controls, fluorescent lighting, double and triple paned windows, passive solar design and solar water heating systems. Although these energy standards will increase initial building costs, they will, in the long run, provide an economic benefit to consumers by reducing operating costs during the life of the building.

Local governments have the opportunity to review energy standards for their region and propose alternatives that can be demonstrated to be both cost effective and save as much, or more energy, than the state standards. San Francisco has a topography, density and climate pattern that is unique in the state. It is in the city's interest to review the state energy building standards to determine their cost-effectiveness for this area, as well as the ease of implementation.

POLICY 3

ENCOURAGE PG&E INVOLVEMENT IN ENERGY MANAGEMENT PROGRAMS FOR RESIDENTIAL, COMMERCIAL AND INDUSTRIAL USERS.

PG&E is actively involved in customer-related energy conservation activities. Examples of existing programs include residential energy audits and information referrals, low-interest loans, award and promotion programs for energy efficient building design, street light conversion, and commercial and residential load management programs.

Load management offers great potential for holding down the cost of electricity. It is a strategy to influence consumers' use of electricity by time-differentiated pricing - charging rates that reflect the cost of supplying a level of demand by either time of day or season. In the PG&E service territory, afternoons are a time of daily "peak" electricity demand, while summer afternoons represent a period of system "peak" demand.

San Francisco is experiencing a rapid increase in commercial office development activity. This activity is expected to increase significantly both the daily and seasonal "peak" electrical requirements of the local service area, since commercial office energy use is primarily for air conditioning, lighting and office equipment. Expansion of utility load management programs into the downtown office district could relieve "peaking" requirements by shifting electricity loads to times when base load generation could be more effectively used. Commercial customers could lower their operating costs, while reducing the need for P.G. and E. to purchase expensive oil and natural gas.

Evidence to date suggests a positive correlation between financial responsibility for energy use and reduced levels of energy consumption. Commercial and residential tenants who do not directly pay their utility bills will generally consume larger amounts of energy than those held directly accountable. Commercial and residential master metering practices should be examined and alternatives encouraged which place direct responsibilities on tenants for energy use.

FINANCING

OBJECTIVE 7

DEVELOP FINANCING OPPORTUNITIES TO IMPLEMENT LOCAL ENERGY PROGRAMS

One of the major energy issues facing San Francisco is the unequal consequences escalating prices have on different segments of the community. Three of the groups most seriously affected by price increases are lower and fixed income renter populations, energy-intensive small neighborhood businesses such as restaurants and corner grocery stores, and certain industries that require large quantities of heat for manufacturing.

While the implementation of low cost and no cost conservation measures are a first step to reduce energy bills, over the long term, investments in conservation measures and renewable energy will be needed. Fixed income renter populations often use large amounts of gas for space heating, and large amounts of electricity to operate relatively inefficient older appliances. Over the long run, weatherization, more efficient HVAC systems, and the use of solar systems to provide hot water will help alleviate increasing utility costs for fixed income renters. Without such improvements, the city's efforts to stabilize rent costs and protect the affordability of housing will be compromised.

Access to loans or other financing options to install these measures is critical. The City should investigate possibilities for acquiring funding to assist or subsidize residential and private business improvements if other sources of financing are not available. This effort should be targeted to fixed and lower income populations, energy-intensive small businesses such as restaurants and corner grocery stores, and local energy intensive industries.

STREET LIGHT CONVERSION - BUREAU OF LIGHT AND POWER

POLICY 1

PROMOTE GOVERNMENT AND PRIVATE FINANCING PARTNERSHIPS TO CARRY OUT LOCAL ENERGY PROGRAMS.

Creative use of State and Federal financial assistance programs should be explored. A local revolving fund, through the issuance of revenue bonds, might be established to undertake local energy conservation programs. Tax-exempt leasing and lease-purchase arrangements offer another promising method to implement energy conservation and renewable resource strategies.

A local non-profit energy corporation could provide a means to channel financing resources to local conservation programs. Local governments can assist in the formation of special assessment districts to undertake energy projects. Such a district could be applied to certain industrial and neighborhood areas for the production, sale and use of alternate energy systems.

Government and utility involvement is particularly appropriate in hardship and low income situations. San Francisco's utility user tax (5% of PG&E billings) may provide a funding source for an energy conservation loan program geared to low-income residents. The City should encourage PGandE to aggressively market its zero interest loan (ZIP) program to San Francisco's low-income and elderly residents.

POLICY 2

ENCOURAGE PRIVATE FINANCIAL INSTITUTIONS TO OFFER ENERGY LOAN PROGRAMS RESPONSIVE TO LOCAL MARKET NEEDS.

Local lending institutions are important sources for financing commercial and residential conservation. A pioneering program involving solar "T-bills", which are earmarked for solar system financing, has been successfully developed in San Francisco. San Francisco lenders have also taken the lead in supporting State legislation to create a secondary market for solar loans. Continued innovation and more aggressive participation by additional lenders is needed to service and promote a growing energy investment market.

POLICY 3

ESTABLISH A SELF-SUPPORTING SYSTEM FOR FUNDING MUNICIPAL ENERGY COST REDUCTION INVESTMENTS.

The City should explore the feasibility of establishing a revolving loan fund, using Hetch Hetchy revenues, to undertake municipal electrical conservation programs. All electricity conserved from these investments not only will reduce expenditures for electricity, but will also generate additional revenues to Hetch Hetchy, since conserved electricity can be sold at rates two to three times higher than the rate charged to City departments. These additional revenues can be used to finance future energy-saving investments in natural gas, which will, in turn, further reduce budgetary expenditures and generate additional net revenue.

GLOSSARY

British Thermal Unit: (BTU) The amount of heat needed to raise one pound of water (approximately 8.3 gallons) one degree Fahrenheit. Both electricity (kilowatts) and natural gas (therms) can be converted to BTUs. BBTU is a billion BTU.

Co-generation: Any of several processes which use either power generation reject heat to satisfy process heat requirements, or process waste heat for steam generation of electricity.

Cost-effective: Determination that a financial investment today in a given technology or program will produce an adequate financial return in reduced costs.

District Heating: A system which provides residential and commercial space heating for a neighborhood or large complex of buildings from a central heat source. District heating, which exists in San Francisco, could also provide opportunities for co generation.

Energy Audit: The measurement of energy flow within a structure for the purpose of measuring energy waste and potential savings. Subsequent recommendations usually include operational improvements and retrofitting.

Energy efficiency: The degree to which energetic input yields a desired output (e.g. work or space heating).

High Pressure Sodium Vapor: A high efficiency light-emitting electric bulb; more efficient than standard mercury vapor street lights.

Kilowatt Hour: The basic unit of electrical energy, equal to one kilowatt of power supplied to or taken from an electrical circuit for one hour (1000 watts). One kilowatt hour is equal to 3,412 BTU.

Master Metering: A single utility company electric or gas meter which serves on structure or building with multiple tenants. Tenants typically are not directly billed for master metered services.

Natural Gas: A natural hydrocarbon gas composed typically of methane, ethane, butane and propane. It comes from terrestial wells with or without accompanying crude oil and is generally much higher in heat content than manufactured gas.

Non renewable energy resources: Energy resources that rely on oil, gas, coal and/or nuclear sources.

Payback: In this document, the time it takes to recover a financial investment in energy conservation or solar technology through reduced payments for energy use.

Renewable energy technologies: Technologies using energy resources that are sustainable over time or that have slow rates of depletion such as solar, wind, biomass, solid waste, geothermal, co generation and hydropower.

Residential Conservation Service: (R.C.S.) A Federal mandate that utility companies provide energy audits for residential customers.

Retrofit: Upgrading of an existing systems through subsequent addition of new components. In terms of energy conservation, addition of materials or devices to an existing building to achieve energy conservation (for example, insulation).

Solar access: Access which prevents solar energy collection (heat absorbing) areas from being blocked or shadowed from direct sun exposure.

Therm: A unit of measurement for natural gas, equivalent to 100,000 BTUs.

Waste conversion: Recovery of energy as an adjunct to waste disposal. It may involve pyrolsis (heating to produce gas or oil); hydrogenation (chemical reduction of materials to produce oil); or fermentation ("digestion") of activated sewerage sludge to produce methane.

Weatherization: A set of measures such as insulation, caulking, and weatherstripping, which reduce heat loss (infiltration) in buildings.

SAN FRANCISCO MASTER PLAN

DOWNTOWN

NOTE: This section contains only the "Objectives and Policies" of the Downtown Plan. The material under the headings "BACKGROUND" and "IMPLEMENTING ACTIONS" are not included. The full Downtown Plan report should be consulted for those materials.

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SPACE FOR COMMERCE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage Development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

The Downtown Plan recognizes the need to create jobs, especially for San Franciscans, and to continue San Francisco's role as an international center of commerce and services. New jobs to enhance these city functions, to expand employment opportunities, and to provide added tax resources, make downtown growth at a reasonable scale a desirable course for the city.

Downtown provides the principal source of new jobs for city residents. Currently, 56 percent of the 280,000 existing downtown jobs are held by San Franciscans. New jobs are expected to provide opportunities at all skill and wage levels. A likely distribution of new jobs by occupation is: professional, technical, administrative, managerial, about 50%; clerical, sales, and service, about 40%; crafts, operatives, and other, about 10%. A likely distribution of new jobs by wages and salaries is: less than $15,000, about 25%; $15,000-$24,999 about 34%; $25,000-$49,999, about 30%; and $50,000 and above about 11%.

The City Planning Commission now requires the sponsors of new downtown buildings to notify the city at least six months prior to project completion, of prospective building tenants and job opportunities, particularly entry level positions. This information is used to design and structure job training programs and help direct those seeking employment to job opportunities. These efforts should be intensified with new methods initiated to increase the percentage of new jobs going to San Franciscans.

The focus of the Plan is to allow appropriate growth but to manage vigorously its effects — preventing building where change would diminish the city's character or livability. The maximum potential for growth under the recommended Plan is considerably less than under the current Planning Code. The existing Code permits a level of growth far in excess of what can be realistically expected or, more importantly, what is desirable. Under the Plan's proposals the downtown growth rate for offices is projected to be slowed significantly, from an average of 1.6 million square feet per year to 840 thousand square feet per year.

It is the premise of the Plan that if the transportation and housing policies and targets, its recommendations for the height, bulk, and density of buildings, and open space features are followed, this lower rate of growth projected for the city can continue without adverse consequences. On the other hand, if this Plan or proposals similar in nature or intent are not followed, the growth rate many need to be slowed as a matter of deliberate public policy.

Key sections of the Plan identify what must be done to absorb new job growth in San Francisco, particularly in two critical supporting systems — transportation and housing. The Plan contains these basic targets: an annual average of 1,000 to 1,500 housing units should be built to reduce the effects of increased employment on the housing market. It also indicates that ridesharing must be expanded to a point where the number of persons commuting by auto or van increases from 1.48 to 1.66 persons per vehicle. The use of transit by downtown workers must increase from 60% to 67% of all work trips in order to avoid unacceptable levels of congestion.

The Residence Element of the Master Plan lays out a course by which the housing targets may be achieved. The Moving About Chapter of this Plan lays out a course by which the transportation targets may be achieved. The Transit Development Fee assessing new office construction $5 per foot to assist in expanding public transit, and the Office-Housing Production Program requiring housing assistance in proportion to office space added will assist in meeting these targets.

OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Almost two-thirds of the city's new permanent jobs in recent years have been located in the downtown financial district. This growth—primarily in finance, insurance, real estate activities, and business services—reflects the city's strong competitive advantage in this sector. Since the office sector is the city's major provider of employment opportunities, it is essential that its vitality remain at a high level.

POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

Downtown office space expansion during the last two decades has greatly shaped the city economically and physically. This growth, while supporting the economic vitality of the city, has not been without environmental and aesthetic costs. As public facilities become strained, the marginal costs and benefits may indicate limits to growth. Furthermore, the social and environmental costs must be weighed against economic benefits. The costs include:

- Effects of overly-large office buildings on the scale and character of the city;
- Destruction and replacement of many buildings of significant architectural merit;
- Reduction in remaining areas of sunshine reaching streets and publicly accessible open space;
- Effects of street level winds on the pedestrian;
- Effects of commuter traffic on downtown congestion, air pollution, energy use, and consumption of land for parking;
- Overburdened public transit systems that connect the downtown to the city and surrounding region;
- Increased traffic noise;
- Effect of increased employment den on existing services and increased pressures on a limited housing supply; and
- Conversion of existing housing, retail, and service commercial space to office space.

In order for economic and job growth resulting from office space development to continue, these adverse effects must be kept within acceptable limits.

The proposed policies and actions in this Plan are aimed at eliminating, reducing, or controlling the negative effects brought about by further accommodation of downtown office space. The Plan addresses these potential consequences by recommending substantial changes in downtown zoning. These would control the height and bulk of new buildings, as well as encourage the presevation of significant existing buildings. The Plan also contains policies for improving transportation, improving the pedestrian environment, and adding m open space for those who work downtown.

These proposals and others are discussed in greater detail in subsequent chapters of the Downtown Plan.

POLICY 2

Guide location of office development t maintain a compact downtown core ar minimize displacement of other uses.

San Francisco is fortunate to have extremely well-served, compact downto office core area that also provides opportuniti for growth. The scale of the downtown distr plays an important role in attracting emplo ment in the finance, insurance, and real esta industries.

A compact downtown ensures its econom strength and desirability, and makes it easie service with public transit. Land use c should continue to encourage growth in a that enhances the concentration of downtown office district.

OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO'S POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

Factors responsible for San Francisco's significant downtown retail trade district include a large number of specialized and attractive shops, proximity to a large, relatively affluent work day population, high usage by city and Bay Area residents, accessibility via an extensive regional and citywide transit system, and the nearby location of major hotels serving a large visitor population. This combination of factors must be maintained and improved to keep the downtown retail sector prosperous.

POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The appeal of this district is enhanced by the sunny pedestrian environment in and around Union Square. The city should ensure that further development retains the area's compactness and does not endanger the pleasant environmental setting.

Only growth compatible with existing uses and reinforcing the retail function should be encouraged. Similarly, circulation within the area, and awareness of physical design amenities should be observed in promoting development of the downtown retail sector.

POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

While the retail district has become a specialized specialty shopping center with higher priced merchandise it need not be exclusively such a center. It can and should continue to serve the needs of lower income shoppers as well. Continued location of stores offering lower priced merchandise should also be encouraged in the retail district and throughout downtown.

POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

Personal services such as hairdressers, travel agents, and medical professionals are an important component of the downtown retail sector. Ample space should be provided for such uses.

POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

It is important to ensure that the convenience shopping needs of office workers and nearby residents are met and that ground floor retail frontage and pedestrian amenities are provided throughout downtown.

However, too much retail space in too many scattered locations could weaken the retail district since its major strength is its concentration of uses.

POLICY 5

Meet the convenience needs of daytime downtown workers.

Nearly 280,000 people work in the C-3 district in downtown San Francisco. Many eat in nearby restaurants, shop for convenience items during their lunch breaks, or use various retail and personal services. It is important that these shops, restaurants, and services be easily accessible to many workers who may have limited time available during the work day.

OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

Hotels and other visitor-oriented uses naturally tend to locate in geographical proximity to one another just as other sectors of the economy. Proximity to other hotels, restaurants, convention facilities, business appointments, sightseeing interests, other retail, and entertainment enhances visitor appeal. However, too great a concentration of large hotels can overwhelm the scale and character of an existing district or create unmanageable traffic problems. Unchecked pressure to develop additional tourist hotels in mixed residential and commercial neighborhoods can lead to conversion of existing dwelling units for tourist accommodations, as well as alter the orientation of ground floor retail activities.

While it is important to allow hotels to locate in visitor activity areas, downtown San Francisco is compact enough for large new hotels to locate in the South of Market near the convention center and still take advantage of many visitor services located north of Market.

OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

The strength of the prime office activities concentrated downtown is dependent upon a wide range of support commercial activities nereby. These activities provide a substantial number of jobs and enhance the overall economic vitality of the city and promote diversity in employment. Land use policies should assure the availability of adequate space for these activities.

OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

POLICY 1

Adopt a downtown commercial land use plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

Doing business downtown is convenient because activities, services, goods, and amenities are closely spaced. Variety in close proximity is the hallmark of major urban centers. Equally important is the relative balance among various groups of activities. Business support services are no less important than prime office space. Hotels, retail stores, banks, personal services, wholesaling, repair services, restaurants, and cultural activities a contribute to the mixture and strength downtown. They help make it a desirable place to do business and a desirable place to work.

Commercial activities are grouped in clusters downtown. The financial core of banks and office buildings is concentrated on Montgomery, California and lower Market. The retail core is centered around Union Square. Hotels, theaters, clubs and restaurants are clustered around Mason, Powell, and Geary. Distances between these centers are short, but the edges of each are somewhat blurred with overlapping uses from adjacent activity centers.

These clusters should be reinforced, each maintaining its predominant activity without losing the essential urban qualities that a mix of uses provides. Major office towers can be constructed on sites remaining in the financial core north and south of Market and in an expanded area south of Market centered on the Transbay Bus Terminal. Concentrating office towers in these locations protects the fine sca and rich mix of uses in Chinatown, Jack Square, Kearny Street, Union Square, Mid-Market, North of Market-Tenderloin, and the hotel-entertainment area near Mason Street.

Support commercial and secondary office demand can be absorbed in a number of locations: Market Street west of Fifth Street, portions of the south of Market west of YBC, the Van Ness corridor, Second Street corridor south of the C-3 district, Jackson Square, and the northern waterfront. A major new source of space for support commercial and secondary office may also be provided at Mission Bay.

The principal hotel functions are encouraged as part of Yerba Buena Center. The Plan proposes to protect and encourage major retailing along Market Street from Powell to Kearny, in the Union Square area, and along Sutter, Post, Grant, and Kearny Streets.

In addition to supporting large clusters of activities within an overall mix, lively street level activity with ground floor retail uses should be provided throughout the downtown. New development should be permitted and encourag within the context of traditional values of fi scale, architectural design, pedestrian-oriented active street life with a mixture of uses, sunlit sidewalks and open space, and respect for the quality of the existing development.

SPACE FOR HOUSING

OBJECTIVE 1

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

POLICY 1

Promote the inclusion of housing in downtown commercial developments.

Mixed residential/office building development near the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown, as shown on Map 10. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas, entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites that are and will remain in active commercial or industrial use.

OBJECTIVE 2

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

Residential units existing near downtown are the city's major source of inexpensive housing and are virtually irreplaceable given the cost of new construction and reduced public resources. Therefore, retention of units in and adjacent to the downtown is a key component of the city's housing program.

POLICY 1

Restrict the demolition and conversion c housing in commercial areas.

Many parts of San Francisco were developec before zoning regulations separated variou types of land uses. As a result, many thousands of housing units were built in and arounc downtown in areas also containing many commercial uses. Many of these areas are currently zoned commercial. Most of these housing units are sound or rehabilitatable and are relatively inexpensive. They represent a significant, irreplaceable portion of the city's housing supply Yet in many cases, because of their location, i may be profitable to convert them to a nonresidential use or demolish them and use the property for nonresidential use.

In commercial areas where there is a concentration of residential use, a form of mixec residential-commercial zoning should be adopted. Conversions of upper floor housing units tc nonresidential use should be subject to conditional use review. The City Planning Commission would require evidence that the public benefits of the alternative use are more desirable than retaining the housing.

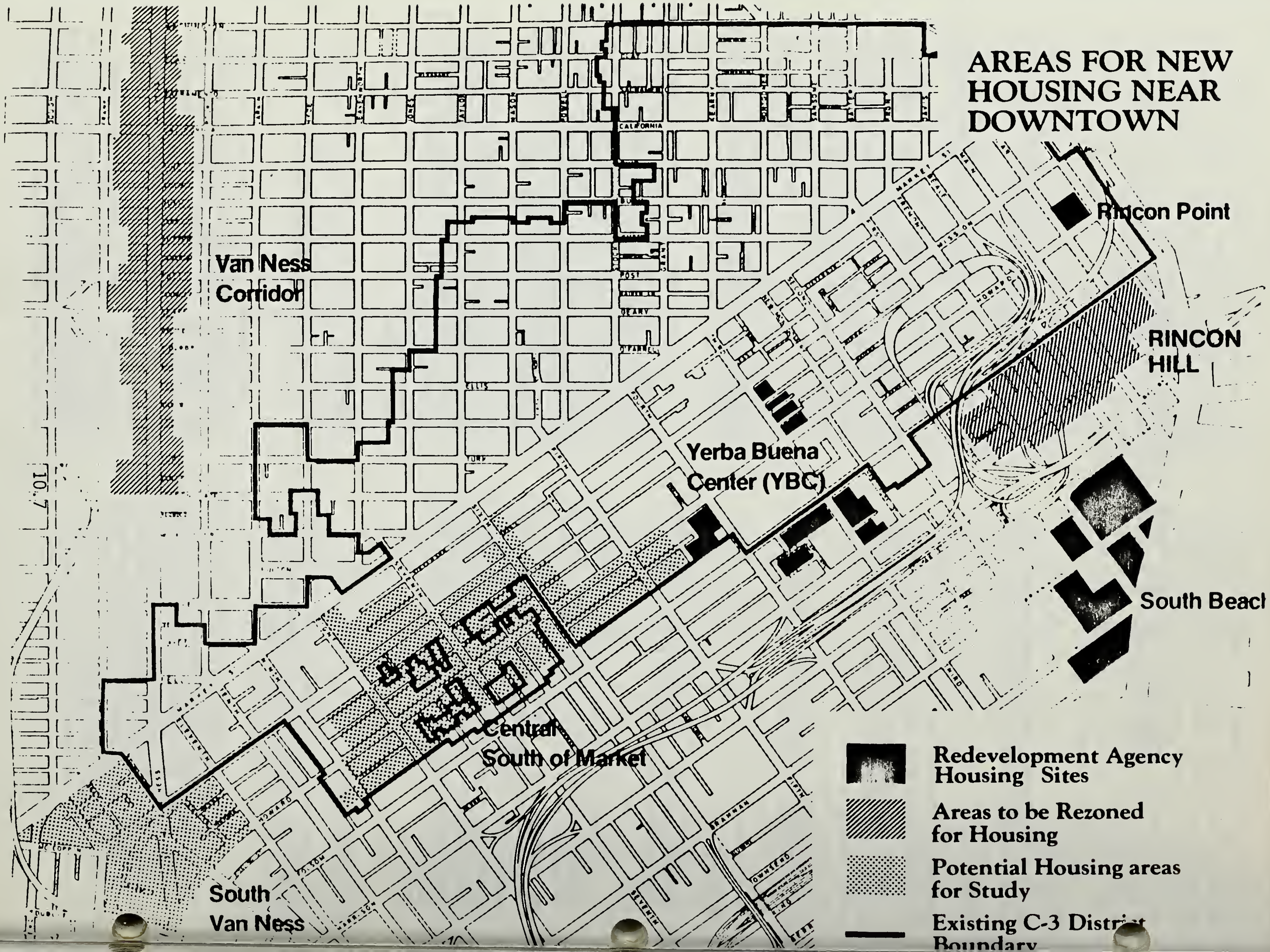
In commercial areas where the housing i more scattered, it may be more appropriate tc regulate only the demolition or conversion o existing units rather than create a special use district which would cover new as well a existing uses.

POLICY 2

Preserve existing residential hotels.

Residential hotels represent a unique, irreplaceable resource for many thousands of lower-income households. Most of these hotels are close to downtown and are subject to continuing pressures for conversion or demolition. As San Francisco grows as a tourist center, residential hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged.

AREAS FOR NEW HOUSING NEAR DOWNTOWN


Rincon Point
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Van Ness Corridor
Yerba Buena Center (YBC)
Central South of Market
South Van Ness
CALIFORNIA
POST
GEARY
O'FARRELL
ELLIS
MARKET
MISSION
HOWARD
BRANNAN
TOWNSEND
Redevelopment Agency Housing Sites
Areas to be Rezoned for Housing
Potential Housing areas for Study
Existing C-3 Distr
Boundary

OPEN SPACE

OBJECTIVE 1

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgment that open space is essential to the downtown environment.

POLICY

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A requirement to provide needed open space should be extended to non-residential uses in the downtown. Each development should be required to provide open space in a quantity that is directly proportional to the amount of nonresidential space in the building.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used wher appropriate.

POLICY

Provide different kinds of open space downtown.

Different kinds of spaces should be provide downtown to assure that a variety of recreatio and open space experiences are available to diverse population. They might take the form o outdoor spaces such as a sun and view terrace, landscaped garden, a plaza or a park. The might also include "snippets" of ope spaces--small, sunlit spaces designed t accommodate sitting--such as edges and niche at the base of a building. An attractivel landscaped greenhouse structure is desirable i areas where the alternative is a shady, wind plaza.

Public semi-enclosed or enclosed spaces complement outdoor spaces and carry the garden idea into the interior of buildings. They provide the opportunity to relax, and gather around in pleasant, parklike surroudings when rainy, foggy and windy weather prevent the use of parks and plazas. Interior spaces may take the forms of atriums and indoor gardens and parks. In addition, sitting areas in gallerias and arcades, if carefully separated from the circulation space for shoppers or pedestrians, can act as a form of indoor park.

The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

The various kinds of open space should conform generally to the criteria stated in Table 4.

POLICY 3

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

TABLE 4 - GUIDELINES FOR OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street. Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 3' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating,* Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to creat garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

* Seating dimensions are as follows
Height: 12" to 36"; ideally 17".
Depth: 14" one-sided; 30-36" double sided.
Width: 30" of linear seating are counted as one seat.

Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street, in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	· Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	Use rich paving material in interesting patterns. Include plant material.
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food service; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	Attractive shops, restaurants, cafes and food services should line the pedestrian walkways and lunchtime malls.
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		Sunlight to the sitting areas at lunch time. In windy locations provide wind baffles.
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	At all times.
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		Credit each seat as 25 s.f. of open space.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight, design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in many ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space. Figure 1 illustrates one example of how public rights-of-way might be combined with adjacent plazas to create a large open space.

OBJECTIVE 2

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

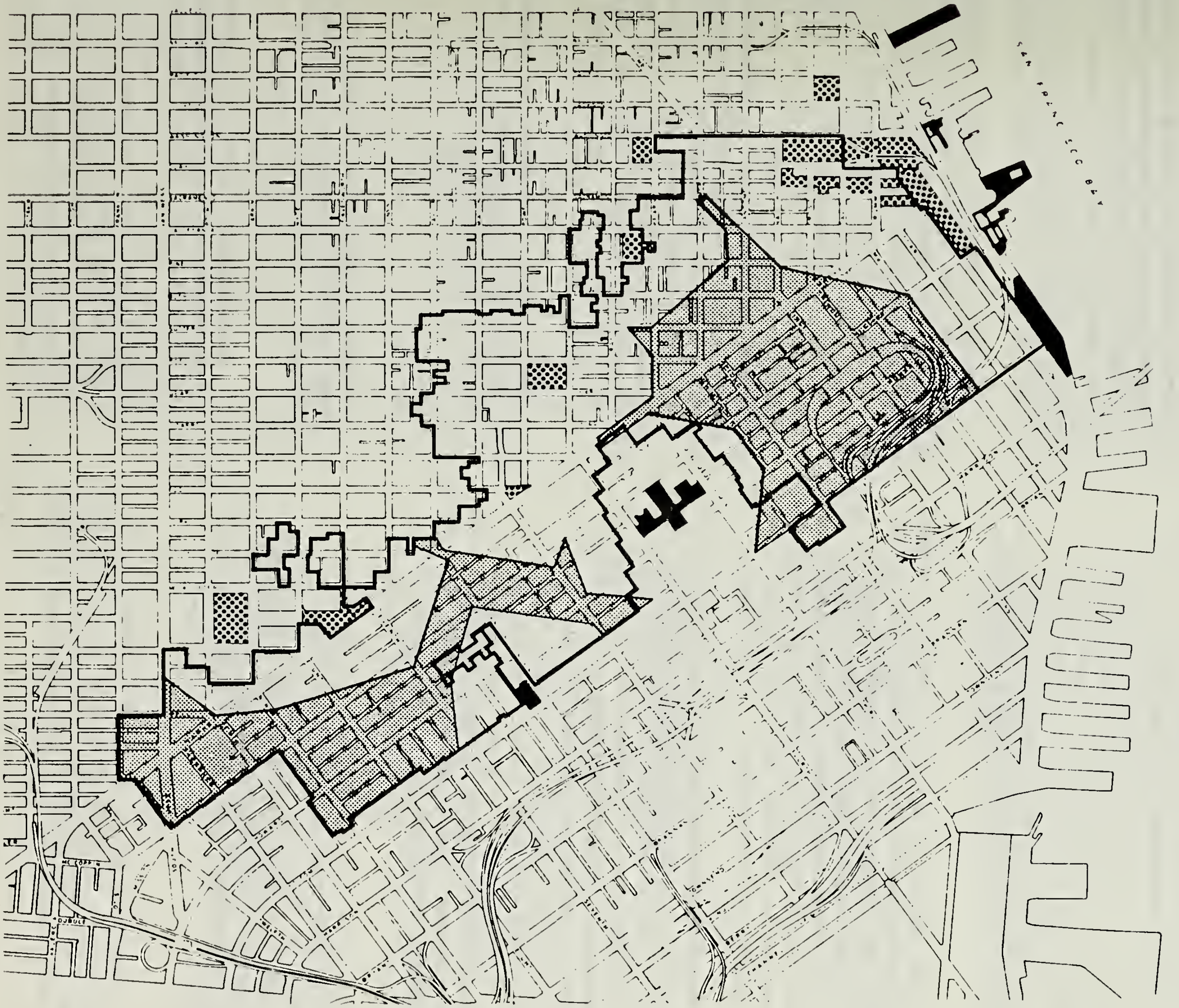
Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet.

Map 11 indicates "deficiency" areas—areas not within 900 feet of an existing or proposed major open space--in which new open spaces should be created.

POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways should also contribute to the pedestrian network. This network is shown on Map 17 of the Moving About chapter.



▨ EXISTING OPEN SPACE

■ OPEN SPACE IN THE PLANNING STAGE

AREA DEFICIENT IN OPEN SPACE (Not Served by Existing Open Space or Open Space In The Planning Stage)

— PROPOSED C-3 DISTRICT BOUNDARY

MAJOR OPEN SPACES

POLICY 3

Keep open space facilities available to the public.

Locked gates or restricted passages negate the purpose of "open" space. All outdoor ground level features which are accessible from the public sidewalk, such as parks, plazas, snippets, and sitting areas in arcades, should always be open to the public during daylight hours. On the other hand, features which require entry through the building such as atriums, greenhouses, sitting areas in gallerias, sun and view terraces can more reasonably be restricted to normal business hours since office workers (shoppers, in the case of a galleria) are the primary users of the space.

POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability should be marked visibly at street level. Adequate signs in hallways and elevators should aid in locating the facility.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid c streets, properly designed open spaces notches or longer segments of blocks—pro relief to an otherwise dominant streetwall for

Open space is an essential element of th urban form. It is frequently the most remembered and identified component of the urba landscape. For example, Union Square is a anchor physically and psychologically for th area surrounding it.

Conversely, open space in urban settings i dependent upon the built environment to frame enclose, and define the space. This delicate relationship is characteristic of a quality urba environment.

POLICY 1

Place and arrange open space to complement an structure the urban form by creating distinc openings in the otherwise dominant streetwal form of downtown.

The traditional form of downtown Francisco is one of structures built vertic from the sidewalk edge. This provides a continuous relationship of pedestrian to buildin facade. An occasional break in this pattern for plaza, park, or building setback adds interest t the pedestrian experience. However, too frequent application of these devices destroy the relationship and results in "towers in th park" removed from the immediate experienc of the pedestrian. The provision of open spac should be accomplished through consciou concern for the relationship between buildin mass and open space--with a view to strengthening the visual impact of both.

POLICY 2

Introduce elements of the natural environment i open space to contrast with the built-up environment.

Some spaces may be predominantly gras shrubs, trees, and soft surface parks with a fe paths and benches. Others may provide ju few plants, trees, and a fountain in an other hard-surface plaza. However, all open spac should provide some counterpoint of the natur environment to the dominant presence of t built environment of streets and buildings, only an opened vista to the sky or water.

PRESERVING THE PAST

OBJECTIVE 1

CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

For San Francisco to retain its charm and human proportions, irreplaceable resources must not be lost or diminished. Past development, as represented by both significant buildings and by areas of established character, must be preserved. The value of these buildings and areas becomes increasingly apparent as more and more older buildings are lost.

POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design, or characteristics exemplifying past styles of development should be permanently preserved. A continuing search should be made for new means to make landmarks preservation practical—physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed with attention to individual buildings, and to areas or districts. Efforts to preserve the character of individual landmarks should extend to their surroundings as well.

To some degree many other older structures are worthy of retention and public attention. Therefore, various kinds and levels of recognition are required, keeping in mind that the success of the preservation program depends upon the broad interest and involvement of property owners, improvement associations, and the public at large.

POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

The character and style of older buildings of all types and degrees of merit can be needlessly hidden and thus diminished by misguided improvements. Architectural advice and, where necessary and feasible, the assistance of public programs should be readily available to property owners to assist them in retaining fidelity to the original design.

Along commercial streets, signs on building facades should be in keeping with the style and scale of the buildings and street, and should not obscure architectural lines and details.

POLICY 3

Design new buildings to respect the character of older development nearby.

Care should also be exercised in the design of new buildings proposed near landmarks or in older areas of distinctive character. New and old can stand next to one another with pleasing effects, but only if a similarity or successful transition is achieved in scale, building form, and proportion. The detail, texture, color, and material of the old should be repeated or complemented by the new.

Existing downtown buildings often provide strong facades that enclose the street space or public plazas. The character of these facades should also be respected. Building controls should assure that prevailing heights or building lines will not be interrupted by new construction.

URBAN FORM

OBJECTIVE 1

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

The visual appeal of San Francisco is based on its topography—its hills and ridges and their relationship to the ocean and bay—and on the scale of existing development. This scale is by and large a light-toned texture of separate shapes blended and articulated over the city's topography.

Fitting new development into this environment is, in a broad sense, a matter of scale. It requires a careful assessment of each building site, relating a potential new structure to the size and texture of its surroundings. It means making a very conscious effort to achieve balance and compatibility in the design for the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Since the height, bulk and appearance of past development differs within the city, scale is relative.

Historically, the buildings forming San Francisco's skyline and streetscape were harmonized by color, shape, and details. Much effort was made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care was accorded the edges of distinct districts, where transitions in scale are especially important. Similar effort and care must be taken with new development in the future.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in an otherwise light-colored, low-rise city, evidence the city's economic strength. They make economical use of land, offer fine views to their occupants, and permit efficient deployment of public services. If properly placed, tall buildings enhance the topographic form and existing skyline of the city.

A proper plan for building height should weigh all the advantages and disadvantages of height at each location in the city. It should also take into account appropriate, established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. The plan should recognize the functional and economic needs for space in major centers for offices, high density apartments, and hotels.

Bulk refers to the apparent massiveness of a building compared to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height. It can block near and distant views and create a disconcerting dominance on the skyline and neighborhood. Users of modern building space may find these bulky forms more efficient, or more logical for combining several uses in a single development. But, these considerations do not measure the external effects upon the city.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface visible, and how far the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness should consider the existing scale of development in each part of the city and the effects of topography in exposing building sites to widespread view.

In general, the texture of San Francisco, when viewed from close-up or from afar, is one of small-scale buildings covering the hills on a grid street pattern, punctuated by green space and occasional larger significant structures, such as churches, schools, and hospitals. The collective mass of office buildings in the Financial District has become the most prominant manmade component of the skyline. The bridges, Twin Peaks, and Golden Gate Park, remain distinctive and identifiable, but increasingly, the intense cluster of large-scale structures is the city's dominant image. The bulkiness and repetitive boxiness of many recent structures have obscured the fine-scale sculptured skyline of pre-World War II San Francisco. To create a new sculptured skyline, new buildings must have generally thinner and more complex shapes.

Control of building bulk limits the impact of building mass. At the streetscape—the closest view—building mass directly affects the light and air on the street, on plazas, and on adjacent buildings. The mass of an individual building dominates the scene from a pedestrian's view.

Views down a street or from upper floors of buildings across the downtown enable the mass and shape of buildings to be compared with one another. Here relationships of building forms to other building forms become important. An excessively bulky building can obscure views to and from other buildings.

At a distance of a mile or more, relationships among buildings form a skyline image—a combined mass and shape. The bulk and form of the individual structures—most particularly the taller, larger structures and those at the edge of downtown—affect the skyline image.

Bulk controls should address the impact of a building at the streetscape view, its relationship to neighboring buildings, and its cumulative impact on the skyline as a whole. Controls should provide a building envelope that offers a latitude for individual building design, but in harmony with the whole.

POLICY 1

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

Downtown height controls should be conciously structured and varied to create specific areas which simulate the natural hills that characterize San Francisco. Taller buildings should be clustered to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. The downtown financial core—the major place of tall buildings in the city--should be kept separate from other less intense activity areas in surrounding low rise development. It should taper down to the shoreline of the Bay. Other highrise nodes should be kept away from the base or sides of hills as far as possible, or should be restrained from further intrusion onto hillsides.

In previous eras of city building, the height of new development within an area might be expected to vary considerably. The pressure to maximize development on a site was not as significant a factor then. Under such conditions, extended areas with the same height limit did not pose any city form problems. A natural variety of heights resulted in a complex, interesting city form.

There is now, however, an increasing tendency to build to the height limit, particularly in height districts lower than 400 feet. When many buildings are constructed at the height limits, a visible lining up of building tops occurs. This phenomenon called benching causes an awkward city form.

To avoid this benching effect, narrower height districts of varied height and mechanisms which allow greater height for more slender buildings should be created. Height limits should be structured so as to allow the presence of new buildings to affect the existing skyline in a positive way, softening existing "benching," and providing more variety and interest in the skyline and general view of the city.

POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers.

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate. Modifying the silhouette of a building, making the more visible upper portion slender, offsets the building's bulkiness.

The shape given to the top portion of every large structure should consider the building's position in city views. Prominent buildings should be consciously designed to contribute to a graceful skyline in harmony with the texture of development on surrounding hills. Buildings below the city silhouette, but still prominent in views, should contribute to an overall sculptural form--avoiding awkward or overscaled blunt forms. The tops of all buildings should be interesting to look at from nearby towers.

Skyline effects of existing box-shaped buildings should be masked or softened by new tall, well-composed buildings with sculptured tops. Tops of new buildings similar in height to nearby towers should be shaped and detailed to disguise the similarity.

POLICY 3

Create visually interesting terminations to building towers.

All buildings should be massed or otherwise designed or articulated to create a visually distinctive termination of the building facade. The intent is to return to the complex visual imagery of the surrounding hillsides and to the complex architectural qualities of older San Francisco buildings. However this does not mean that literal employment of historical detailing is encouraged, although that may be called for in particular circumstances. What is desired is the evolution of a San Francisco imagery that departs from the austere, flat top box — a facade cut off in space.

POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk.

Every major highrise should be designed to be a good neighbor to surrounding towers, recognizing that a potential exists to build additional structures in the immediate vicinity. Setbacks on interior property lines and setbacks on narrow south of Market streets, should be provided to assure adequate separation between towers even though the structures are on relatively small lots.

OBJECTIVE 2

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

Given San Francisco's temperate climate, the warmth provided by direct sunlight can make a significant difference in the physical comfort experienced in these spaces.

Buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas.

In addition to parks and plazas there are certain locations in the downtown where direct sunlight is very important. They include shopping streets in the retail district, and alleys with a high concentration of eating and drinking establishments and a high volume of lunchtime pedestrian use.

New buildings adjacent to these spaces should be shaped to minimize the shadow that is cast by the building on the public space.

POLICY 2

Promote building forms that will minimize t creation of surface winds near the base buildings.

Variation in ground level wind impacts is related to several factors:

- Exposure of the building to the prevailing wind direction, the more exposed a building is, the greater the volume and momentum of the wind intercepted, and the greater the potential for wind accelerations at street level.
- The shape, area and uniformity of the upwind facade. Relatively large, uniform facades typically result in greater wind accelerations than do narrow or complex facades with numerous setbacks.

These factors should be taken into account in the massing and detailing of new buildings. Exposed facades should use setbacks at various levels, and other configured shapes and design features, to reduce wind impact. In buildings a size likely to cause problems, wind tunnel tes of alternative building masses should be undertaken and the results employed in selecting the shape of the building. As a general rule, a building form should not be used which causes wind speeds to exceed of eleven miles per hour in areas where people are walking and seven miles per hour where people are sitting.

BUILDING APPEARANCE

OBJECTIVE 3

TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 1

Ensure that new facades relate harmonious with nearby facade patterns.

When designing the facade pattern for new buildings, the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass should be avoided.

As a general rule, facades composed of both vertical and horizontal elements fit better with older as well as most new facades.

POLICY 2

Assure that new buildings contribute to the visual unity of the city.

For the most part, buildings in San Francisco are light in tone. The overall effect, particularly under certain light conditions, is that of a white city spread over the hills. To maintain continuity with this existing pattern, disharmonious colors or building materials should be avoided. Buildings should be light in color. Highly reflective materials, particularly mirrored or highly reflective glass, should be used sparingly.

STREETSCAPE

OBJECTIVE 4

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES.

POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

San Francisco is noted for streets that are sharply defined by buildings placed at the property line with little or no space between them. This historical pattern of development gives San Francisco its intense urban quality.

This pattern should be preserved and fostered. Structures generally should be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions to this streetwall should be allowed to create open space and circulation space where desirable and appropriate. However, open spaces should not be so frequent or close together that they undermine the sense of a continuous streetwall.

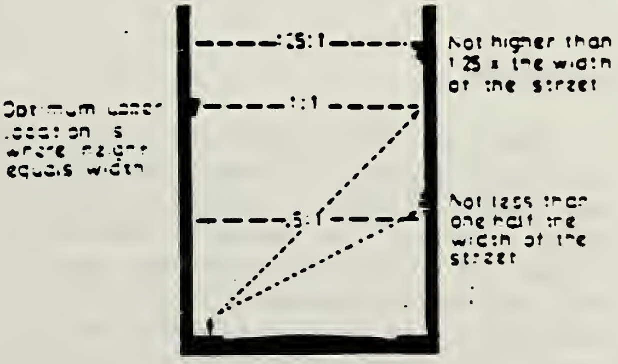
POLICY 2

Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

Many downtown streets contain ornate older buildings of modest scale, which should be preserved for future generations to appreciate. While the heights of these buildings vary when taken together, they often create a sense of a unitary street facade or wall. This street wall gives continuity and unity to the streetscape. The intrusion of large, flat planed modern buildings among small-scaled and decorated older buildings can break up the continuity and unity.

If the new taller building is set back an appropriate distance above the existing predominant streetwall height, the upper portion of the building will not be perceived as part of the streetwall, and if the lower portion were given a similar texture and projecting cornice the disruption would be minimized. The depth of the setback required would be a function of the width of the street and the height of the existing streetwall.

The height of the streetwall cannot be determined with great precision by a mathmatical formula. Often there is considerable variation in the heights of buildings on the same block. Determination of an appropriate streetwall height for the new building is a question of judgment—"What height would be consistent with the general scale of the buildings on the block face that are likely to remain?" This question would be resolved on a case-by-case basis.


1.25:1
1:1
.5:1
Not higher than 1.25 x the width of the street
Optimum base location is where height equals width
Not less than one half the width of the street

Appropriate Location of Building Base

In areas where there is no pre-existing streetwall worthy of retention, setbacks may not always be needed if a strong, pedestrian scaled building base is created and the building tower is well separated from other towers. However, setbacks might still be needed for sunlight access or to create windbreak.

POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

The projecting cornice is a very distinctive San Francisco architectural feature. Most older buildings have them. Most tall older buildings also have horizontal architectural features that clearly define the building base at a level typically half to one times the width of the street. These projections, together with the generous use of decorative embellishments, contribute to the architectural sense and comfortable human scale of downtown San Francisco. Their contemporary use should be encouraged in new development. Alternative means of terminating the shorter building or defining the base of a taller one could be employed if effective in creating a sense of street scale. However, it is extremely difficult to do this unless one's eye is interrupted by a projection as it moves up the facade from the base. Change of color, colored bands, and grooves are generally ineffectual and rely on the projections on adjacent buildings for what effect they do have.

POLICY 4

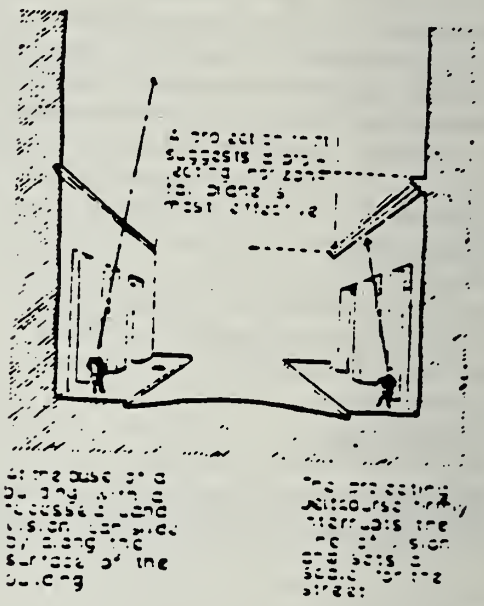
Use designs and materials and include activities at the ground floor to create pedestrian interest.

Retail Uses

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. Ground floor space fronting on streets, pedestrianways, plazas, and courtyards outside the retail district should be devoted primarily to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.

Glass

The use of clear untinted glass on the fir two or three floors of buildings perm pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street. Dark tinted windows create a blank impersonal street front with no sense of life or activity, and should be discouraged.



Detailed Bases

Incorporation of visually interesting details and/or decoration into the design of the bas avoids an excessively dull frontage.

Decorative features, including the detailing found on many older and some contemporary designs, assure needed visual interest for the pedestrian. They should be used whenever practical.

Textured Blank Walls

When blank walls are unavoidable, th should be made less oppressive through the of interesting patterns and scale-giving features.

POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

The quality of life is enriched by art and artistic expression in many varied forms. The worker or visitor to downtown spends many hours in an environment of office buildings and commercial enterprises. Art in this environment can offer a counterpoint, attract the eye, stimulate the imagination, arouse emotions or just cause a momentary interest or amusement.

In the past, many prominent buildings included sculptured relief, ornate custom grillwork, mosaics, murals, carvings, as well as statuary and other forms of artistic embellishment. Buildings were less separable from art and artistic expression.

To restablish this tradition of enhancing the environment for all to enjoy, artwork should be incorporated in new buildings and public spaces in downtown. Art work is required for all new public buildings of the City and County. The Redevelopment Agency has successfully used a requirement for art work in its downtown redevelopment projects to obtain major fountains, sculpture, and other artworks which have made a substantial contribution to the quality of the downtown environment.

Sculpture, bas-relief, mosaics, murals, and decorative water features are among the types of artwork that should be provided.

MOVING ABOUT

MOVING TO AND FROM DOWNTOWN

OBJECTIVE 1

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means—convenient and of greater efficiency—is required. Good, direct transit service is available from almost all parts of the city to downtown. Transit is the dominant means travel during the rush hours. Nevertheless, travel is often slow, and vehicles are crowded during the rush hours.

Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term, standing riders be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. It can be achieved with express buses, exclusive bus lanes, and construction of rapid transit lines.

The use of transit for travel from the suburbs to downtown can only become the primary travel mode over the long run with the extension of a good regional transit system connecting downtown to other parts of the Bay Area.

RAPID TRANSIT LINES

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue its commitment to a transit first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel. It also offers the highest possible capacities in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

NON-RAIL TRANSIT

POLICY 2

Expand existing non-rail transit service to downtown.

Given the capacity of roads and bridges leading to and from downtown, which are not likely to be expanded significantly, the projected growth in downtown employment can only be accommodated by expanding the peak commu period and expanding the use of carpooli and/or expanding transit service to and from downtown. Until rail transit is available, non-rail transit service, particularly from the East Bay and from within San Francisco, should be increased. Various carriers serving downtown should develop long-range service expansion plans to accommodate the projected demand generated by downtown San Francisco growth.

TRANSIT LANES

POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

Transit lines should provide more efficie service by operating on their own rights-of-wa These should be instituted on bridges, freewa and thoroughfares leading into the city, such a on the Waldo Grade and Golden Gate Bridge, an interconnect, where feasible, with a syste exclusive bus lanes or other transit-pr street segments in the city.

TRANSIT TRANSFERS

POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

To increase the usefulness and convenience of transit systems, transit users should be able to transfer freely from one system to another. The points of interchange should be clearly identified. The creation of new fare recording mechanisms based on a magnetically encoded card, such as the "Fast Pass" or BART ticket, would expand interline travel.

Free, or low cost transfer should be available between MUNI and each of the suburban transit operators. Suburban residents often require MUNI service to extend their trips within San Francisco.

TRANSIT TERMINALS

POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

Off-street terminals are preferable to curbside locations because they provide adequate back-up space for passenger waiting, ticketing and loading. They also provide convenient transfers among different systems. On the other hand, loading and unloading points should be conveniently distributed throughout downtown to make transit attractive to intercity commuters. As opportunities present themselves off-street terminals should be developed. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations such as Market Street. They should be chosen to minimize conflict with pedestrian flows.

POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

One or two new terminals should be developed, or an existing one upgraded, to accommodate buses and rail services provided by various regional and local lines. The terminals should be in close proximity to, or fully integrated with, BART stations and MUNI terminals to make transfers between lines possible by a short walk. Priority should be given to a location or locations where existing and future intensities of development are highest.

FERRIES

POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. It offers an efficient and pleasant way to commute and should be continued. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

OBJECTIVE 2

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

Increasing automobile traffic means more environmental damage and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the city conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

CARPOOLS-VANPOOLS

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those persons who carpool.

COMMUTER PARKING

POLICY 3

Discourage new long-term commuter parkin spaces in and around downtown. Limit long-term parking spaces serving downtown to the numbe that already exists.

A basic premise of this Plan is that additions to the commuter load brought about by job growth should not be accommodated by additional automobiles. Bringing more autos to downtown would only add to the congestion which already is approaching unacceptable levels in some parts of downtown. More autos would also add to air pollution. New long-term public parking facilities should be limited to those needed to replace parking eliminated in the downtown core. However, although it is preferable that all replacement of long-term spaces displaced in the downtown occur on the periphery, a small number of long-term spaces may be provided within new buildings in th downtown core, if, taking into account aggreg displacement of long- and short-term parking, the total number of spaces in downtown is not increased and excessive congestion in the immediate vicinity is not created. Parking entrances should not conflict with transit preferential lanes.

POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should:

- be concentrated to make transit service efficient and convenient;
- be connected to transit shuttle service to downtown;
- provide preferred space and rates for van and car pool vehicles.

POLICY 5

Discourage proliferation of surface parking as interim land use, particularly where sou residential, commercial or industrial buildin would be demolished.

BICYCLES

OBJECTIVE 3

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

The bicycle is becoming more acceptable as an alternative to the automobile for work and shopping purposes. As streets become more congested, some people are finding that they can move about the city more quickly, enjoyably and economically on bicycles.

POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction.

POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

There should be more opportunity for cyclists to commute to San Francisco with their bikes by using regional transit modes such as BART, the ferry system, the Caltrans Bay Bridge bicycle shuttle and trains. Certain commute buses should also provide carrying racks for bicycles.

POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. Public and private parking garages should designate otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers.

MOVING AROUND DOWNTOWN

OBJECTIVE 4

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

The proper functioning of downtown is dependent upon compactness, strength of internal accessibility, and convenient access to downtown from other parts of the region. This section is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians, and with the organization of transit terminals and parking facilities.

The density of daytime downtown population and the resulting density of trips call for movement of people to take place in the most efficient and least space-consuming methods, such as walking and public transit. This in turn calls for controlling the automobile in the downtown area.

In addition to improvements in the pedestrian system and the pedestrian environment, every effort should be made to ensure that better transit service is provided so that transit increasingly becomes the prevailing method of travel.

AUTO CIRCULATION

POLICY 1

Develop the downtown core as an automobile control area.

San Francisco's downtown core is an intensely populated area functioning as the region's financial, administrative, shopping and entertainment center. Within this compact area, priority should be given to the efficient and pleasant movement of business clients, shoppers and visitors, as well as to the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation. These functions must have priority use of limited street and parking space. The impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced.

POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

Traffic passing through the downtown core to reach other destinations, such as North Beach, the Northern Waterfront, Western Addition, and South of Market, should be channeled around the downtown core. This would leave space for pedestrians and vehicles with core destinations.

POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office, retail, and general commercial districts of downtown.

Drive-in establishments serving customers waiting in motor vehicles, and establishments reached primarily by automobile or providing service to automobiles, are, by definition, auto trip generators. To ensure that these uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units.

TRANSIT LANES

POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, conflicts between automobiles and transit must be minimized. Substantial improvement can and should be achieved by giving priority to transit. This would be accomplished by the use of exclusive lanes (with flow or contra-flow), by constructing bus loading platforms, relocating bus stops and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Enforcement is a critical factor to ensure successful operation of transit la Contra-flow lanes are more self-enforcing t "with-flow" lanes and should be used where appropriate. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements that conflict with transit vehicles.

SHUTTLE TRANSIT

POLICY 5

Develop shuttle transit systems to supplemen trunk lines for travel within the greate downtown area.

All parts of the downtown core are withi easy walking distance of each other. However, greater downtown is large enough so tha walking is not always convenient. Access shoul be improved with special shuttle systems similar in function to the shopper shuttle buses and cable cars. Access is particularly importa between the Civic Center and the financial retail districts, and between the Hall of Justi and other areas south and north of Market Street.

TAXIS

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists, but for many residents and workers in the city who either do not have a car or who find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated. competition should be encouraged for improv service and low fares.

SHORT-TERM PARKING

POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt (Map 16).

As provided elsewhere, all day commuter parking within core is to be actively discouraged. Transit is a viable opportunity for many and parking for those who must drive should, for the most part, be provided on the fringes of downtown.

The situation is different for short-term parking. There are some shoppers, business visitors and others for whom transit is not a realistic alternative and who need parking for short periods reasonably close to their destination. However, the amount and location of additional short term spaces allowed in the core should be carefully regulated. Short-term parking spaces attract more automobiles per day than long-term spaces and do so during the midday periods when the number of traffic lanes is reduced by street parking and loading. Too much short-term parking would attract trips that otherwise would be made by transit and could add substantially to midday congestion.

Additional short term spaces in the core should be created primarily by converting existing long-term spaces to short term spaces. This could be achieved by setting high rates on all day use and not providing weekly or monthly rates. In the case of new buildings short term spaces could be provided within the building to replace long and short term spaces displaced by the new development, if excessive congestion in the immediate vicinity will not result.

Because of the congestion and conflicts with transit major new short-term parking structures are likely to create, they should be located next to major thoroughfares so that automobiles may be intercepted and uncongested movement and high internal accessibility may be provided within the core. Adequate pedestrianways should be provided for the final link of these trips.

POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

Some existing parking garages, especially those in the office buildings, are closed at night and on weekends. Instead of providing additional parking spaces at certain locations, those spaces should be made available to the general public for nighttime and weekend users. Parking garages in the Embarcadero Center are good examples.

OFF-STREET LOADING FACILITIES

OBJECTIVE 5

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

The need for adequate facilities for freight deliveries and daily services to businesses will increase as downtown grows. As a result, the conflict between the movement of goods and services and the movement of customers, employees and visitors, whether on foot, by transit, or in private vehicles, will increase.

POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new facilities for existing buildings.

existing buildings.

POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

Wherever possible, access to off-street

loading and service vehicle facilities should be provided from nonpedestrian alleys and minor streets, rather than transit preferential streets or major arterials (see Map 16). This would minimize safety hazards and disruptions to pedestrians and traffic flow. Where several loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area self-contained within the structure. Where the only access to on-site facilities is across a sidewalk that is heavily used by pedestrians curbside parking of freight and service vehicles may be preferable to on-site facilities.

POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Even if off-street loading facilities were adequate, there would still be conflicts between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries that must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early morning periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

On-street loading and stopping spaces should continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street facilities for their vehicles.

POLICY 5

Require large new hotels to provide off-stree passenger loading and unloading of tour buses.

Most major hotels create a large number c tour bus movements as formal sightseeing tour: group travel to airports or convention sites, c group travel under contract for airline crews By the nature of these trips, loading and un loading times for tour buses is long and cause severe traffic problems if buses are allowed t park on downtown streets.

PEDESTRIANS

OBJECTIVE 6

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIEN COMFORTABLE, AND SAFE MOVEMENT.

POLICY 1

Provide sufficient pedestrian movement space.

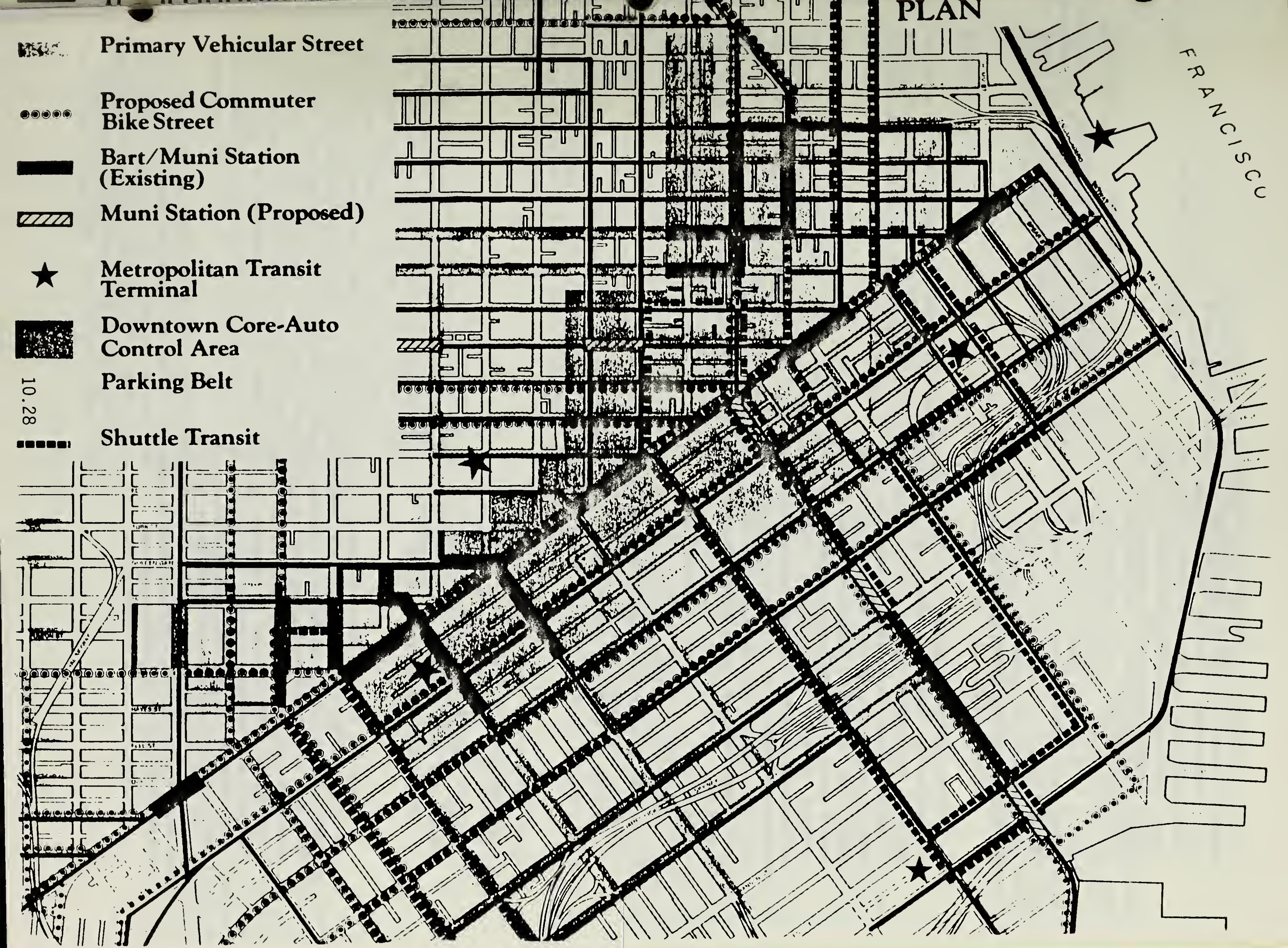
Where pedestrian volumes compared to other transportation modes so warrant, additional pedestrian capacity should be taken from traffic or parking lanes. At other locations, where appropriate, arcades or building setbacks adjacent to an existing sidewalk should be developed. In areas of highest pedestrian volumes, more parallel, through-block pedestrianways should be provided if they can serve as convenient links among destinations without encouraging jaywalking.

POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

Many conveniences and amenities on

PLAN


Preferential Street
Primary Vehicular Street
Proposed Commuter Bike Street
Bart/Muni Station (Existing)
Muni Station (Proposed)
Metropolitan Transit Terminal
Downtown Core-Auto Control Area
Parking Belt
Shuttle Transit
FRANCISCO

downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands, and other facilities and amenities such as trees, should consider the need for adequate space for through movement.

POLICY 3

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision should be made for safe and convenient pedestrian crossings. This is especially important where large numbers of pedestrians cross the street. These streets should have adequately-timed lights at intersections to allow safe crossings. Where large pedestrian volumes so warrant, similar provisions would be installed at midblock crosswalks. In locations where large numbers of vehicles and pedestrians coincide, grade separations might be necessary.

Where large numbers of pedestrians cross the roadway outside the intersection or midblock crosswalk, the location of the crosswalk should be realigned to coincide with the desire line, or steps taken to prevent the pattern of jaywalking.

POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

Based on major pedestrian destinations and use generators, a pedestrian network should be developed to minimize conflicts between pedestrians and vehicular traffic. Such a network should include closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces required in major new development. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.

POLICY 5

Improve the ambience of the pedestria environment.

Attractive pavement, trees, containers wit seasonal flowers, street lights, colorful banner and awnings should be added to the streets, a well as benches and small sitting areas wher people can rest and watch the street life.

SEISMIC SAFETY

OBJECTIVE 1

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

All risk cannot be eliminated, and reducing risks to very low levels could result in unbearably high social and economic costs to the community. Appropriate levels of risk must be established for different types of uses and buildings, as well as location of these uses. The risk must include that to both building occupants and to those outside who could be affected by exterior building damage.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

Existing hazardous buildings pose a threat to their occupants and passers-by. The downtow area should receive priority for identificatio. and abatement of hazards, due to its high population density. As the occurrence of earthquakes cannot be predicted, buildings with a long life span are more likely to be exposed to a major earthquake than buildings of lesser longevity. Older buildings which are proposed for retention to serve the public interest are more likely to experience such an earthquake than those on sites with a strong potential for development.

Seismic retrofitting of buildings can be very costly. Some form of public assistance may be required to ensure that retention of uses and buildings of special significance, rather than replacement, will occur. The hazards presented by older buildings are often from the architectural design elements—parapets, cornices and other ornamentation—that give them their character. Every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

Much of the downtown is within a special geologic study area, which includes potential geologic hazards of severe ground shaking, liquefaction and subsidence. Increased concentration of people in this area increases the possibility of injury or loss of life. Increased development in this area should be allowed only if the determination is made that adequate safety, consistent with levels of acceptable risk, can be assured.

POLICY 4

Review and amend at regular intervals all relevent public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.

Continued research and analysis of earthquakes and their effects upon buildings, and incorporation of the results of those efforts into code regulating the construction of buildings and structures, is essential to the public safety and welfare. This is particularly important for tall buildings with large concentrations of people. Falling glass and cladding from such buildings are particular concerns. The City's Seismic Hazards Advisory Committee should continue to provide advice to the City on the state-of-the-art in seismic safety.

SAN FRANCISCO MASTER PLAN

CIVIC CENTER

Civic Center

INTRODUCTION

The purpose of the Civic Center Plan is to guide development in the Civic Center area. The Plan focuses primarily on articulating the objectives and policies that should apply to future development, rather than attempting to identify specific locations for specific uses. However, recognizing the need to provide general guidance for future public development in the Civic Center area, a map is included which defines four broad activity categories:

1. Administrative

   The Administrative category encompasses those political and legal activities of the executive, legislative and judicial departments of government and those public activities which provide for the orderly management of the affairs of government at the city, state and federal levels.

2. Entertainment-Culture

   The Entertainment-Culture category encompasses those amusement, sport, convention, education, library recreational, artistic, musical and theatrical activities which provide for the increased public use and enjoyment of the Civic Center area.

3. Open Space

   The Open Space category encompasses any major land area, open and unobstructed, which provides passive or active activity areas for public use and enjoyment.

4. Parking

   The Parking category encompasses any major off-street parking area, motor pool or parking areas within a structure or building which provide off-street parking space other than incidental to the principal use of the structure or building.

GENERAL OBJECTIVES AND POLICIES

OBJECTIVE ONE: Maintain and reinforce the Civic Center as the symbolic and ceremonial focus of community government and culture.

The symbolic importance of major public buildings has traditionally been expressed through their architectural treatment. This is particularly true of an area such as the Civic Center which brings together in one setting major functions of community life -- government and cultural activity. These functions should be treated together in a way that emphasizes their symbolic and ceremonial importance to the community.

Policy 1. Emphasize key public buildings, particularly City Hall, through visually prominent siting.

The symbolic importance of key public buildings should continue to be emphasized by maintaining them in highly visible settings. New development in or adjacent to the Civic Center should preserve the visibility and dominance of City Hall. Street views should be clear of distracting features and obstructions such as overhead utility lines, overhead pedestrian crosswalks, or buildings over a street right-of-way. Where an existing obstruction exists, such as the Central Freeway, it should be removed if possible, and if not, its presence should be minimized by landscaping and/or by other appropriate screening.

Major civic plazas and open spaces can also emphasize the symbolic significance of buildings. Major open spaces such as the Civic Center Plaza and Fulton Mall should be retained and designed to facilitate ceremonial and civic events appropriate to the Civic Center.

Policy 2. Maintain the formal architectural characte of the Civic Center.

The setting of City Hall and the buildings framing the Plaza and Fulton Street pedestrian mall should be protected through the sensitive massing and height of existing structures.

The core of the Civic Center is composed of classic Greek revival structures of exceptional quality that set the architectural character of the area. The symmetrical arrangement of buildings, uniform height, and application of common building lines and architectural features reinforce the unity of the formal composition. Whenever possible, existing classic buildings should be conserved and rehabilitated rather than replaced. New buildings should be designed to complement the Center's existing architectural character.

Policy 3. Design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities.

Public open areas in the Civic Center should be designed to accommodate both passive individual use and intense community use and intense community use for various civic events.

The Fulton Street pedestrian mall should be completed.

Policy 4. Provide a sense of identity and cohesiveness through unifying street and Plaza design treatments.

Identity of the Civic Center as the focus of government and culture in San Francisco should be reinforced through the use of common design elements such as sidewalk and street paving, lighting fixtures, landscaping, and street furniture. Related architectural elements such as the color and texture of materials should also be used throughout the area to reinforce its overall unity. Widened pedestrian lanes in front of City Hall and at other locations, with special design treatment related to adjacent uses, would add to the unity and formalism of the Center.

Policy 5. Maintain existing streets as vehicular, pedestrian or open space corridors.

The development pattern in the Civic Center, based on the grid street system, has created a formal, spatial relationship between the various buildings in the Civic Center. To maintain building identity, the space occupied by the existing streets should remain clear of visual obstructions to provide for a sense of spaciousness and formal organization within the Civic Center area.

OBJECTIVE TWO: Develop the Civic Center as a cohesive area for the administrative functions of City, State and Federal government, and as a focal point for cultural, ceremonial, and community activities.

The function of the Civic Center area as a governmental services and administration district should be reinforced by locating within the area those Federal, State and City activities that require a high degree of interaction. Similarly, those Federal, State and City agencies providing basic governmental services (such as tax collection and permit processing), and particularly those agencies intensively used by the public, should be located in the Civic Center to facilitate public access and convenience.

Cultural activities, such as libraries, museums, and concert halls, that attract a broad community interest and attendance are also desirable parts of the Civic Center area. They add interest and variety to the scope of activities occurring in the Civic Center area and provide a nighttime use for the Center.

Policy 1. Design the Civic Center to promote efficiency and convenience within and between the governmental entities represented, and provide for their orderly expansion.

Interaction of government at all levels, Federal, State, and City, is expedited when administrative functions are located in close proximity to each other. Public convenience is served when those government services which are most effectively and efficiently provided at a central location and which involve substantial public contact are clustered together. The Civic Center should serve as a "one stop" center at which the public can transact its business with government. In addition, private activities such as title companies and legal offices that deal with government on a day-to-day basis are appropriate for the Civic Center area. Those City functions which do not involve significant public contact or do not involve substantial interaction with other governmental units may be inappropriately located in the Civic Center.

Policy 2. Locate civic cultural facilities in the Civic Center.

Identity of the Civic Center as the cultural focus of the community is enhanced through the location in this area of a variety of cultural facilities such as museums, auditoriums, concert halls, theaters, and library. Incorporating cultural activities within the Civic Center extends activity into evening hours, increasing use and enjoyment of the public spaces and adding to the liveliness of the Center.

Policy 3. Encourage governmental activities of each level of government to locate within a "sphere of influence" within the Civic Center to avoid inefficient dispersal of these activities throughout the area.

While a reason for locating City and County, State and Federal government offices within a single center is to enhance interaction within them, the greater degree of interaction generally occurs between units of the same level of government. Therefore it is more convenient and efficient to have the government facilities of each governmental level located in clusters.

Policy 4. Encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters.

Because of lack of adequate facilities to accommodate the growth in government services many governmental offices are located in rented space in private office buildings in or near the Civic Center. Consolidating these functions into new office buildings would substantially increase convenience and efficiency. In particular, an office building should be constructed to house the many City and County offices scattered throughout the area.

OBJECTIVE THREE: Provide convenient access to and circulation within the Civic Center, and support facilities and services.

Successful functioning of the Civic Center as a major daytime and nighttime activity center requires convenient access to and circulation within the area. Long-term parking, particularly by employees, is a wasteful use of limited space. Access should be primarily by public transit for employee trips to the Civic Center, while public parking should be provided for short-term visitors to the Center.

Daily requirements of Civic Center employees, government officials and visitors should be accommodated by conveniently located support services and facilities.

Policy 1. Locate buildings employing large numbers of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities.

Activity generators such as major cultural facilities and major public office buildings should be located to provide convenient pedestrian access to both public transit and to off-street parking facilities.

Policy 2. Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

Major vehicular activity should be diverted from the Civic Center core so that the formal and pedestrian character of the core is not disrupted by the speed and noise of heavy traffic. Parking facilities should be located at the western periphery of the core and related directly to major thoroughfares.

New off-street parking, if built within the core, should not be a predominant use. Rather, it should be auxiliary to another major use and for the most part should be constructed below grade.

Parking areas and car pools for governmental cars should be located within the Civic Center area to provide for the efficient utilization of these vehicles by governmental employees for official business.

Policy 3. Provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center.

The nature of the Civic Center as a major employment center for government administration precludes the possibility or desirability for the provision of off-street parking for all those who might want to drive to work. Long-term parking, particularly by employees, is a wasteful use of limited space and should be discouraged. Parking should be priced and controlled to provide for and encourage short-term parking by visitors to the Civic Center.

Public transit should be scheduled to provide high volume access to the Civic Center in both day and nighttime hours.

Policy 4. Encourage privately-operated support and personal service establishments to locate within the Civic Center area.

The daily convenience and service requirements of the various governmental agencies within the Civic Center and their employees and visitors require facilities such as restaurants, stationery stores, book and card shops, newsstands and other specialty shops that cater to immediate daily needs. Such establishments, in addition to fulfilling needs, add to the amenity and interest of the Civic Center. Private business establishments should not conflict with the principal purpose of the Civic Center, and should be located on the periphery of the core area along the pedestrian frontages of both public and private buildings.

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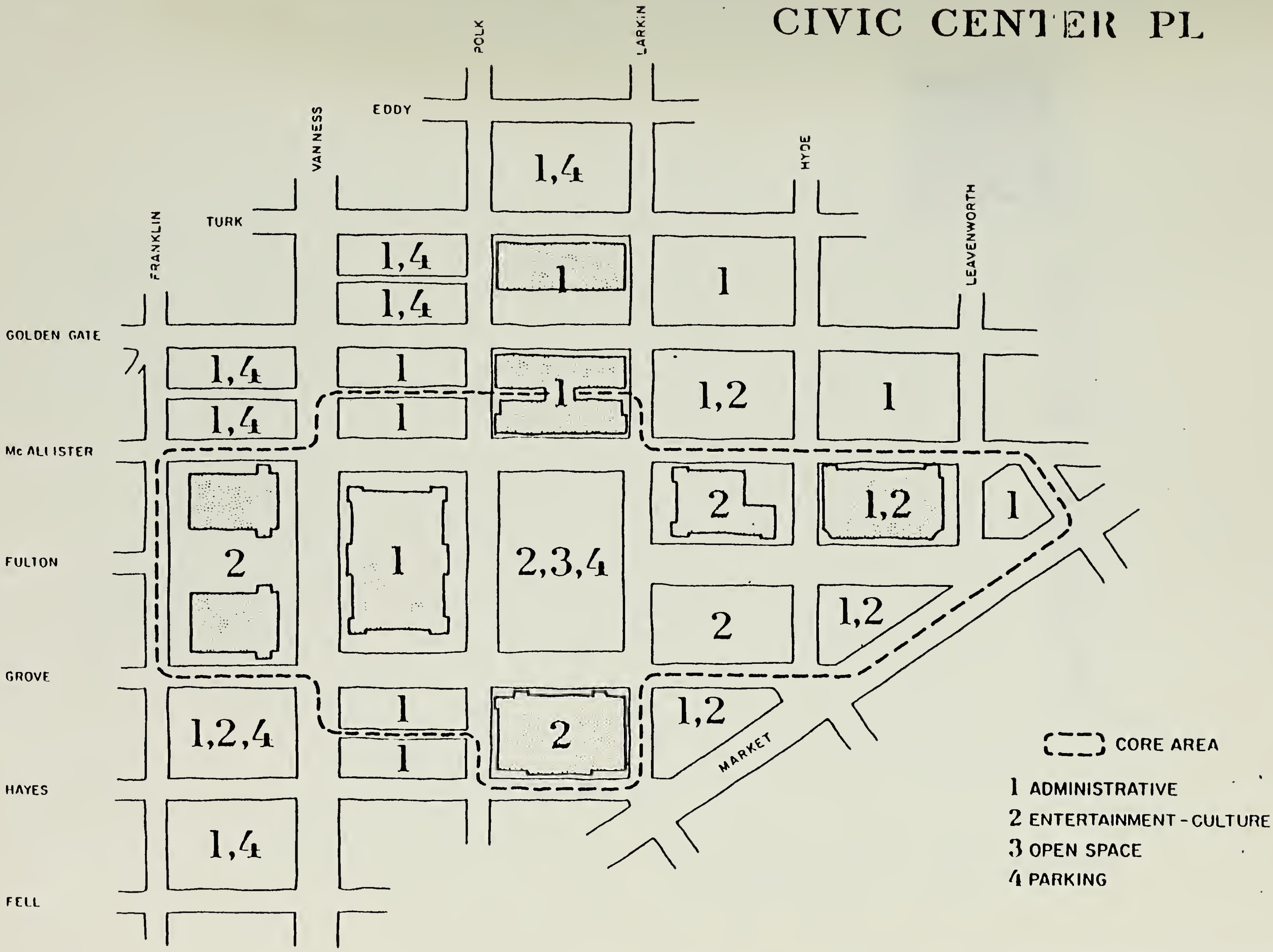
CIVIC CENTER PL


POLK
LARKIN
EDDY
VAN NESS
HYDE
TURK
FRANKLIN
LEAVENWORTH
GOLDEN GATE
McALLISTER
FULTON
GROVE
HAYES
FELL
MARKET
1,4
1,4
1,4
1
1
1,4
1
1
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CORE AREA
1 ADMINISTRATIVE
2 ENTERTAINMENT - CULTURE
3 OPEN SPACE
4 PARKING

SAN FRANCISCO MASTER PLAN

WESTERN SHORELINE

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Richmond and Sunset Residential Neighborhoods 13

MAPS

San Francisco Coastal Zone Area Map
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Ownership Patterns Map 5
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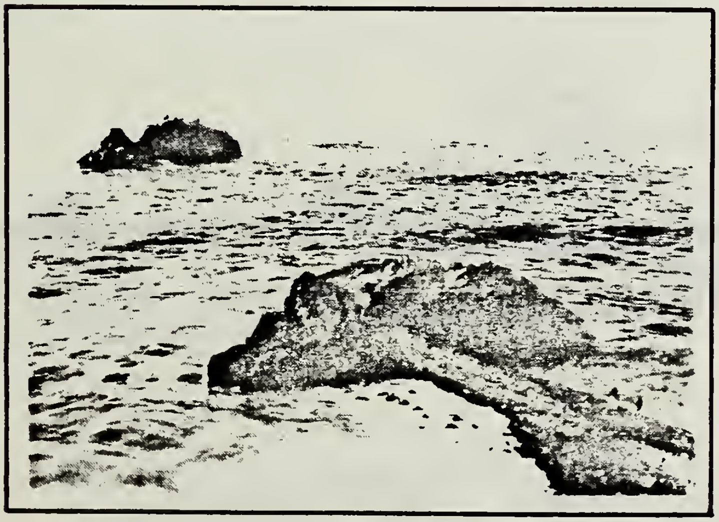
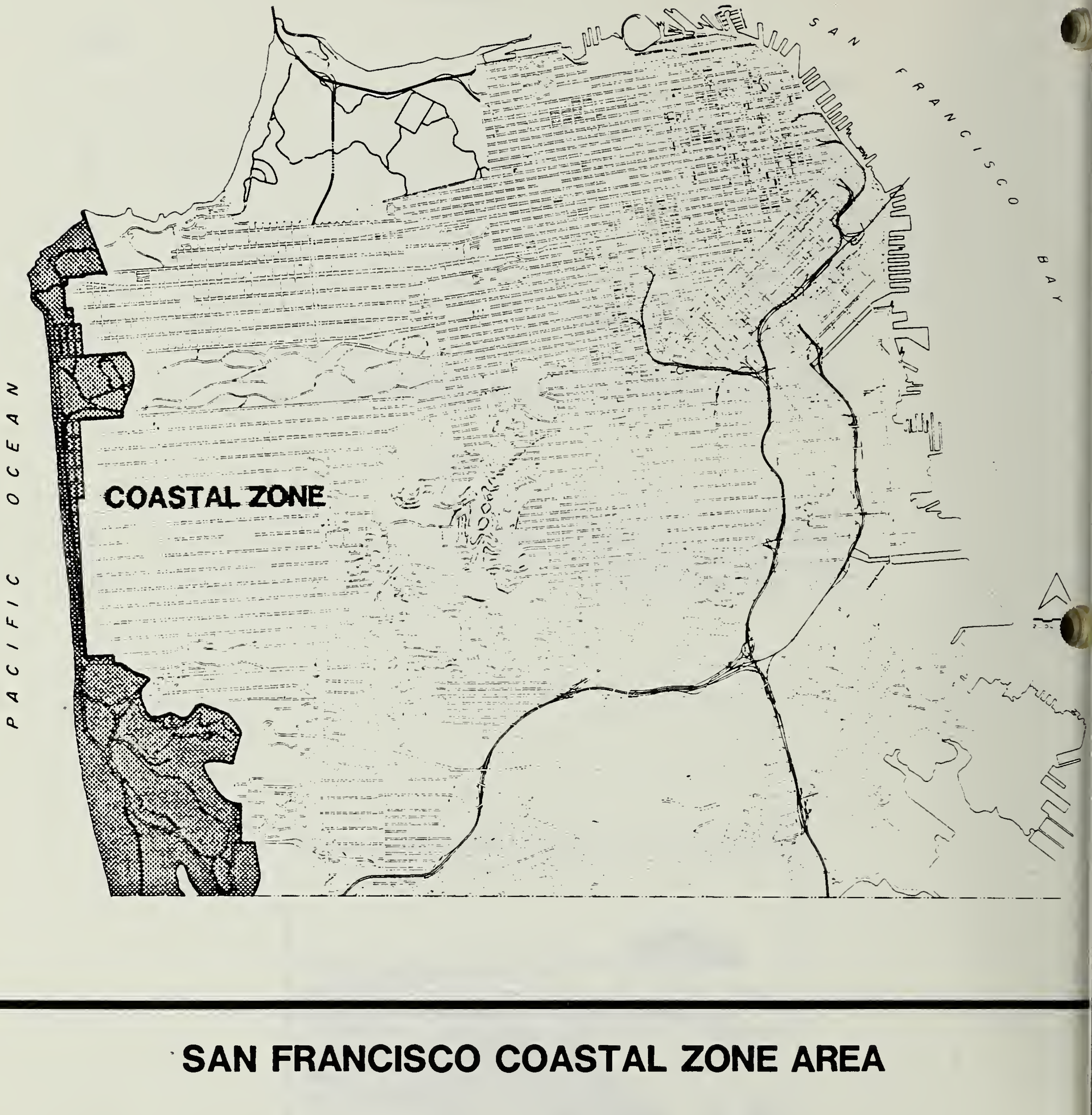



SAN FRANCISCO BAY
PACIFIC OCEAN
COASTAL ZONE

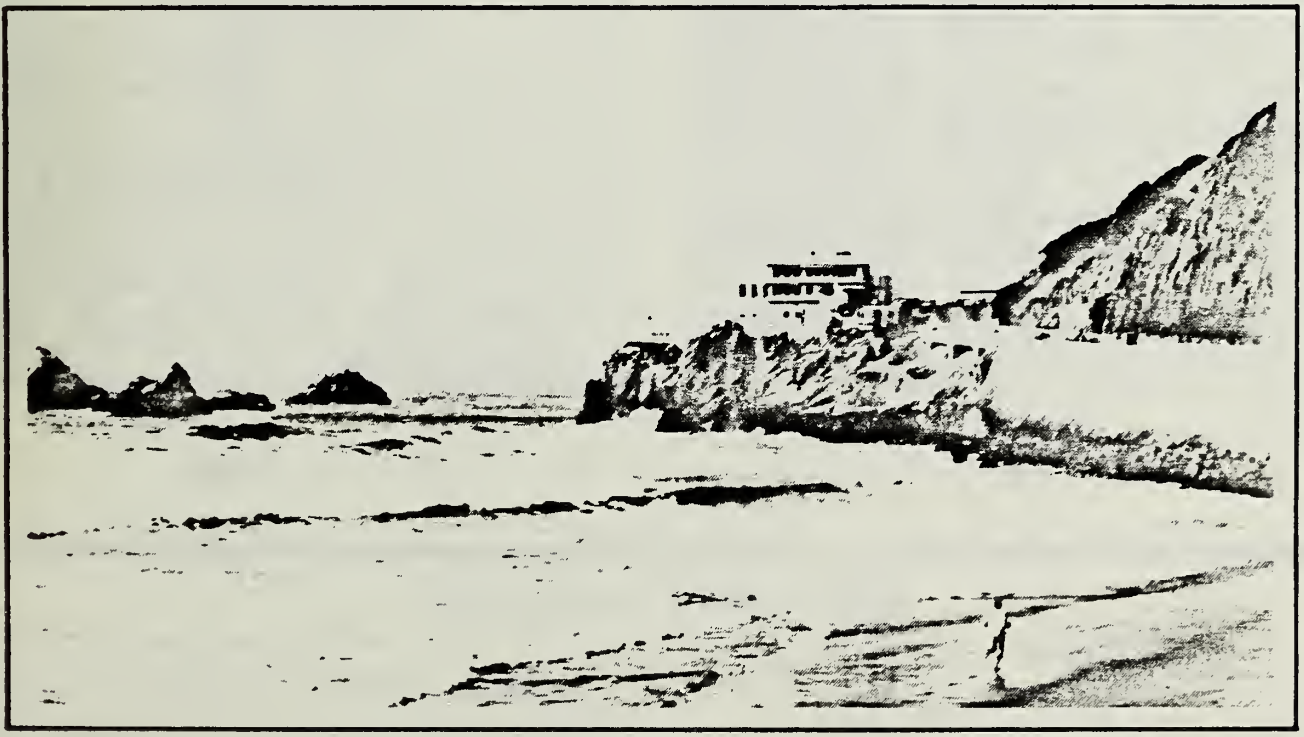
SAN FRANCISCO COASTAL ZONE AREA

I. INTRODUCTION

The conservation of the California coast has always been of interest and concern to San Francisco. From the early years of the city's history, the coastal beach and cliff areas have been an important recreational and natural resource to the people of San Francisco and the Bay Area. There has always been an intense interest among the city's citizens in maintaining the area for the use and enjoyment of the public. This position was underscored by the enthusiastic participation of the City in establishing the Golden Gate National Recreation Area and the overwhelming voter support for Proposition 20 in 1972 which led to the passage of the Coastal Act of 1976. Pursuant to that act San Francisco prepared a Local Coastal Program adopted by the City Planning Commission, and the Board of Supervisors, and certified by the California Coastal Commission on April 26, 1984.

The City Planning Commission is responsible for adopting and maintaining a comprehensive long-term general plan for future development of the City and County of San Francisco known as the Master Plan. The Plan is divided into a number of functional elements, including Urban Design, Residence, Recreation and Open Space, Commerce and Industry, Environmental Protection, Transportation, and a number of subarea plans, including the Civic Center Plan, Northeastern Waterfront Plan and the Central Waterfront Plan.

The policies of the Local Coastal Program, together with the addition of summary objectives to the various section headings to make it compatible with other area plans, are being incorporated in the City's Master Plan, as an area plan under the title Western Shoreline Plan.

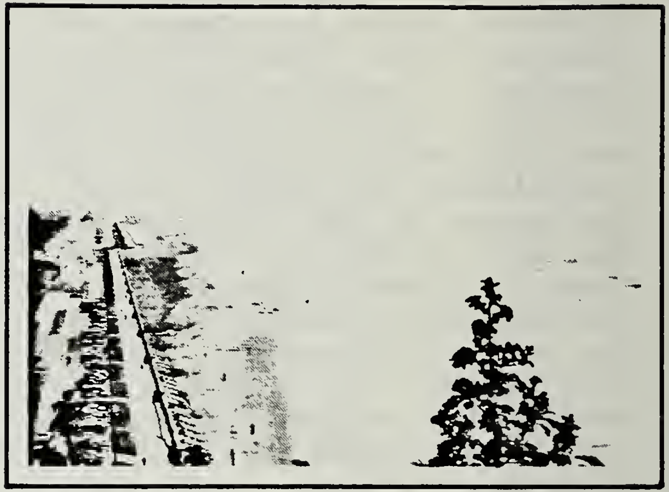


II. WESTERN SHORELINE PLAN

The San Francisco Coastal Zone extends approximately 6 miles along the western shoreline from the Fort Funston cliff area in the south to the Point Lobos recreational area in the north. The south end of the Coastal Zone includes the Lake Merced area, the Zoo, the Olympic Country Club, and the seashore and bluff area of Fort Funston. The Coastal Zone spans the Ocean Beach shoreline and includes Golden Gate Park west of Fortieth Avenue, the Great Highway corridor and the adjacent residential blocks in the Sunset and Richmond districts. The north end of the seashore includes the Cliff House and Sutro Baths area, Sutro Heights Park, and Point Lobos recreational area.

Most of the San Francisco western shoreline is publicly owned. Golden Gate Park, the Zoo, and Lake Merced contain 60% of the 1,771 acres which comprise the Coastal Zone area. Another 25% of the Coastal Zone is within the Golden Gate National Recreation Area (GGNRA). Only 14% of the land is privately owned, and 9% of this land is within the Olympic Country Club area. The remainder 5% is private residential and commercial property which fronts or lies in close proximity to the seashore.

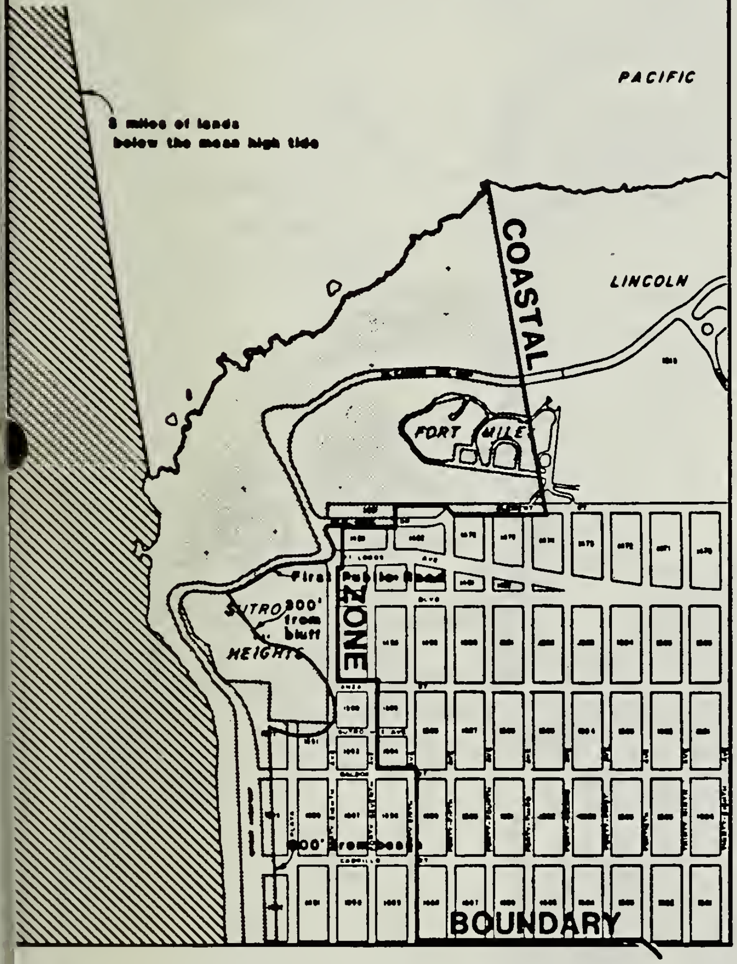
The Coastal Zone is the area shown on maps 1, 2, and 3 on Pages 3 and 4.



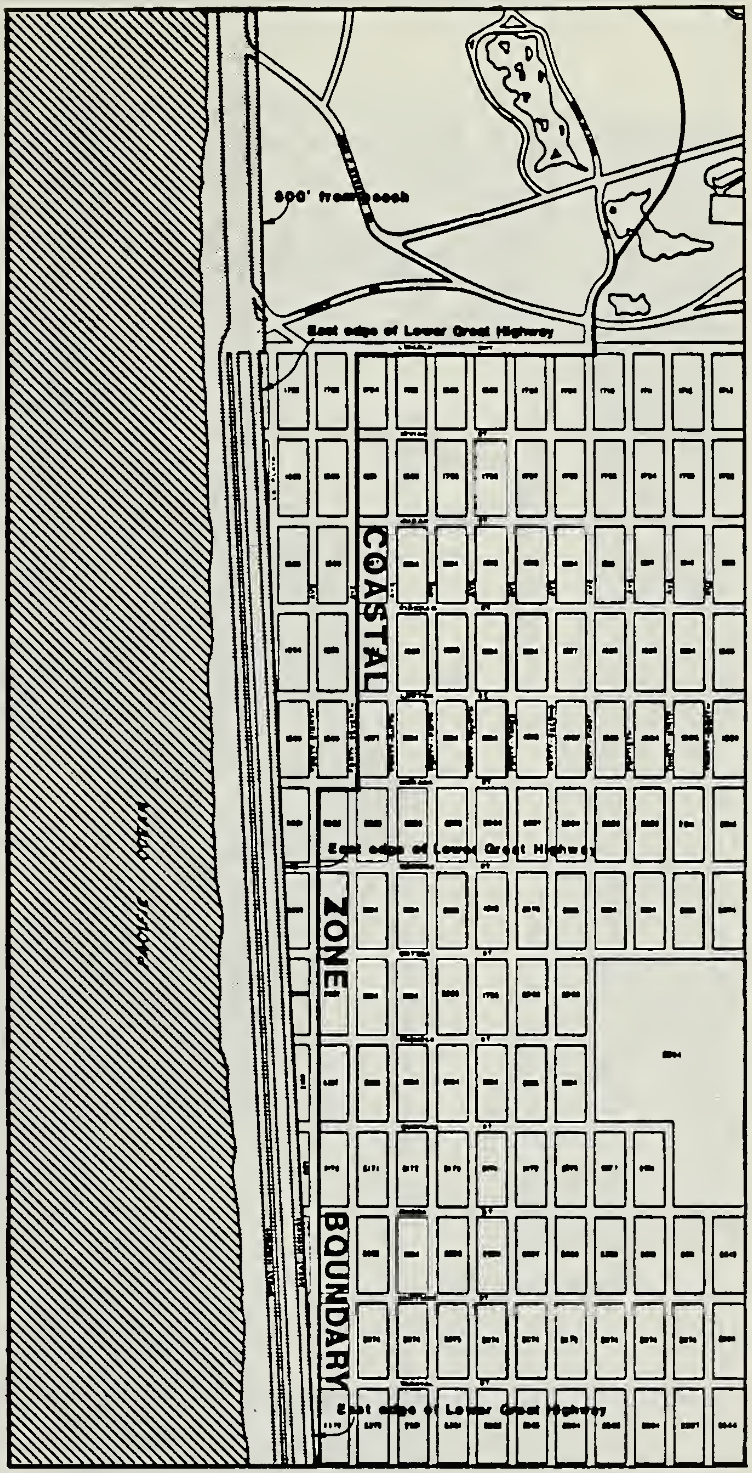
The area covered by the Western Shoreline Plan is divided into ten subareas as listed below and shown on Map 4 and Page 5.

- The Great Highway
- Golden Gate Park
- The Zoo
- Lake Merced
- Ocean Beach
- Sutro Heights Park
- Cliff House - Sutro Baths
- Fort Funston
- Olympic Country Club
- Richmond and Sunset Residential Neighborhoods

The Plan consists of transportation policies for the entire Coastal Zone and of specific policies relating to the ten subareas.


PACIFIC
3 miles of lands
below the mean high tide
COASTAL
LINCOLN
FORT MILEY
First Public Road
SUTRO HEIGHTS
300' from bluff
ZONE
300' from beach
BOUNDARY

MAP 1


300' from beach
East edge of Lower Great Highway
COASTAL
East edge of Lower Great Highway
PACIFIC OCEAN
ZONE
BOUNDARY
East edge of Lower Great Highway

MAP 2

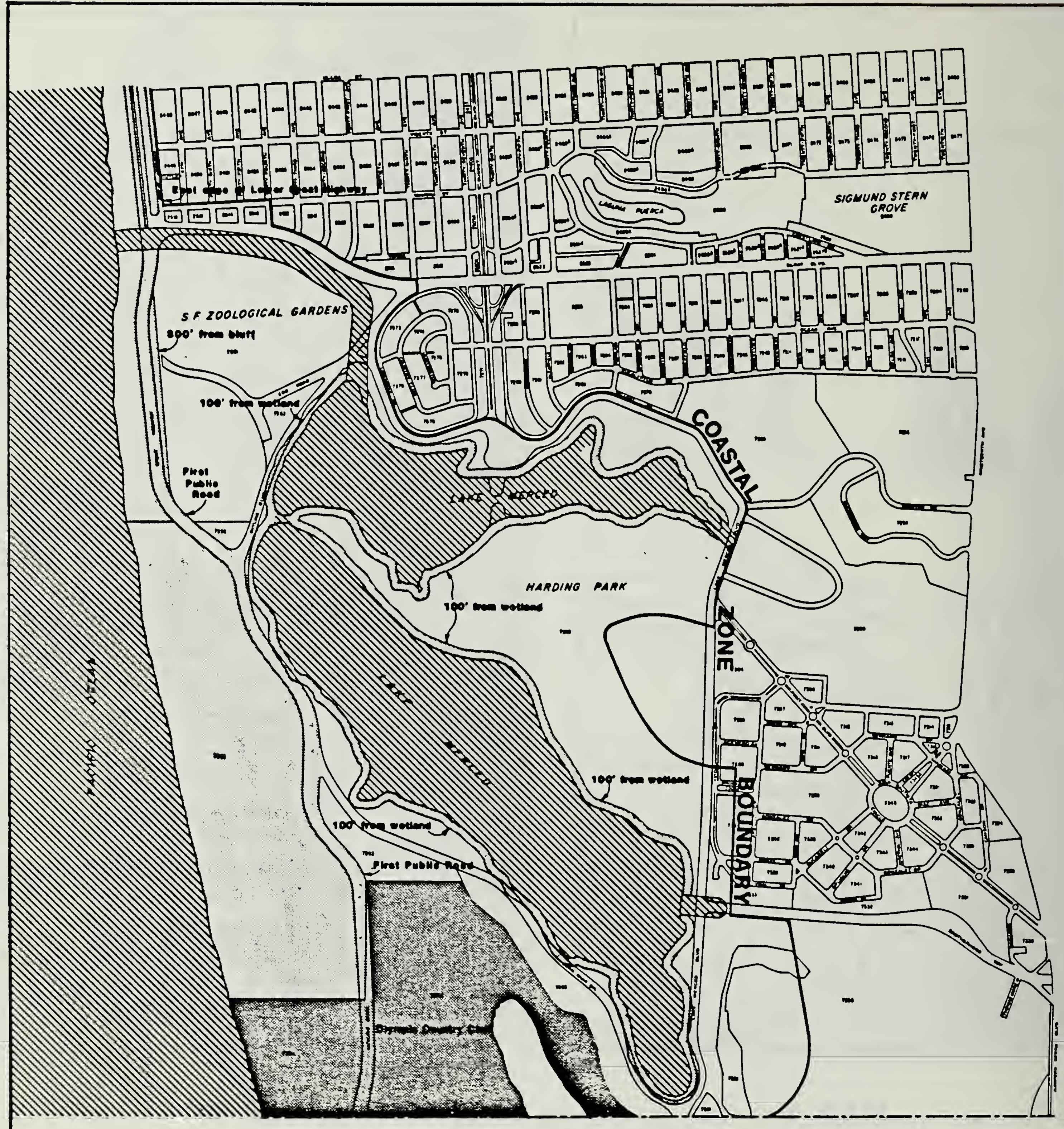
COASTAL ZONE AREA

— Local Coastal Zone Permit Area

⬚ Area appealable to the California Coastal Commission*

▨ Jurisdiction retained by the California Coastal Commission

*If a parcel is bisected by the appeal area boundary, only that portion of the parcel within the appeal area is subject to appeal to the California Coastal Commission


East edge of Lower Great Highway
SIGMUND STERN GROVE
LAGUNA PUERCA
S F ZOOLOGICAL GARDENS
300' from bluff
100' from wetland
First Public Road
LAKE MERCED
HARDING PARK
100' from wetland
COASTAL ZONE BOUNDARY
100' from wetland
100' from wetland
First Public Road
LAKE MERCED
Olympic Country Club
PACIFIC OCEAN

MAP 3

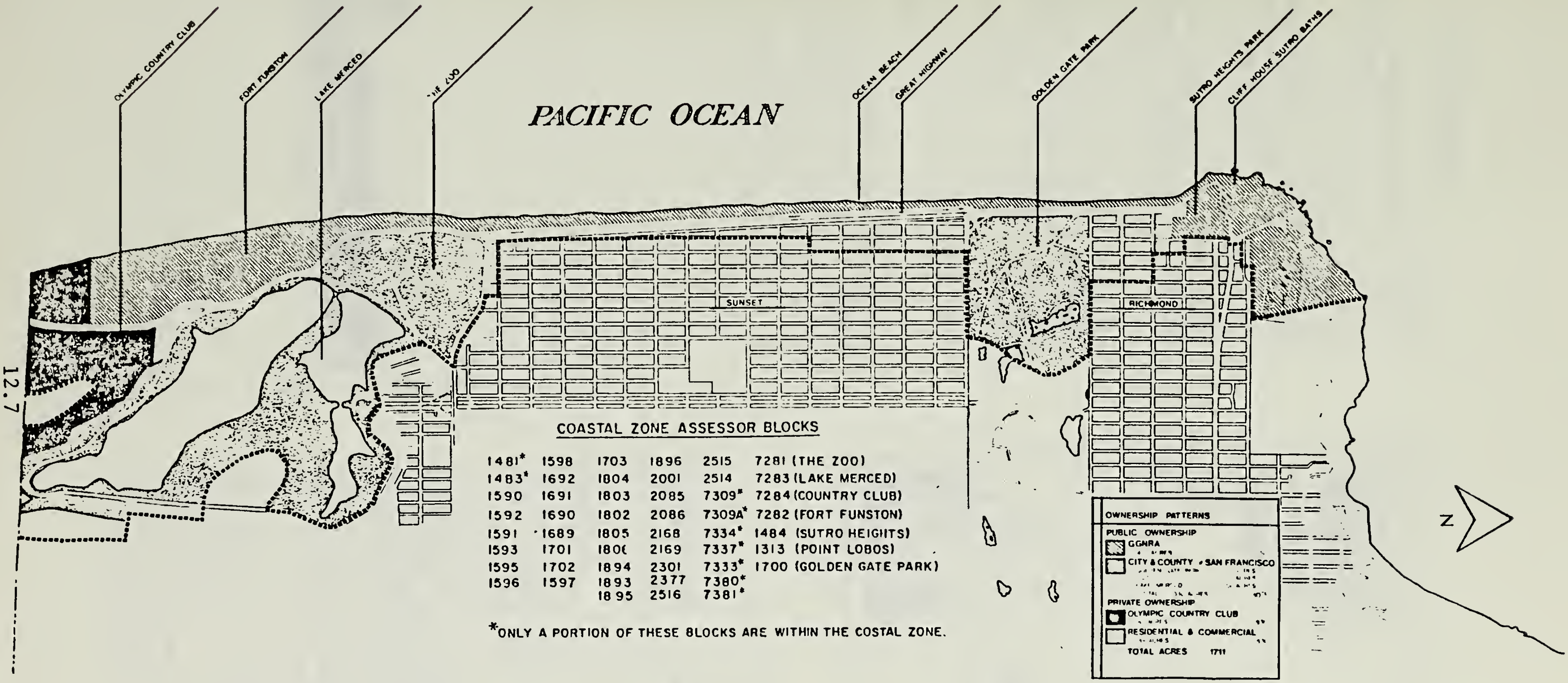
COASTAL ZONE AREA

— Local Coastal Zone Permit Area

⌊ Area appealable to the California Coastal Commission

▨ Jurisdiction retained by the California Coastal Commission

▒ Segmentation of Olympic Country Club Area by the California Coastal Commission


OLYMPIC COUNTRY CLUB
FORT FUNSTON
LAKE MERCED
THE ZOO
PACIFIC OCEAN
OCEAN BEACH
GREAT HIGHWAY
GOLDEN GATE PARK
SUTRO HEIGHTS PARK
CLIFF HOUSE SUTRO BATHS
SUNSET
RICHMOND
N
OWNERSHIP PATTERNS
PUBLIC OWNERSHIP
GGNRA
CITY & COUNTY of SAN FRANCISCO
PRIVATE OWNERSHIP
OLYMPIC COUNTRY CLUB
RESIDENTIAL & COMMERCIAL
TOTAL ACRES 1711

COASTAL ZONE ASSESSOR BLOCKS

1481*
1483*
1590
1592
1591
1593
1595
1596

1598
1692
1691
1690
1689
1701
1702
1597

1703
1804
1803
1802
1805
1806
1894
1893
1895

1896
2001
2085
2086
2168
2169
2301
2377
2516

2515
2514
7309*
7309A*
7334*
7337*
7333*
7380*
7381*

7281 (THE ZOO)
7283 (LAKE MERCED)
7284 (COUNTRY CLUB)
7282 (FORT FUNSTON)
1484 (SUTRO HEIGHTS)
1313 (POINT LOBOS)
1700 (GOLDEN GATE PARK)

*ONLY A PORTION OF THESE BLOCKS ARE WITHIN THE COSTAL ZONE.

WESTERN SHORELINE PLAN

MAP 4

TRANSPORTATION

OBJECTIVE 1: IMPROVE PUBLIC TRANSIT ACCESS TO THE COAST.

Policy 1: Improve crosstown public transit connections to the coastal area, specifically Ocean Beach, the Zoo and the Cliff House.

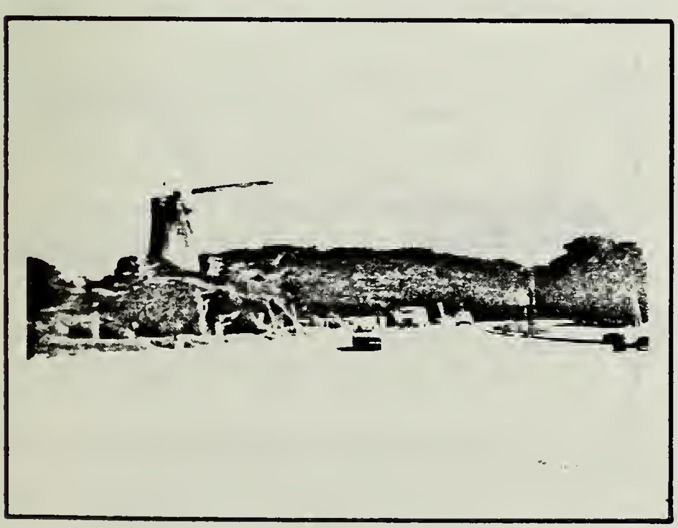
Policy 2: Provide transit connections amongst the important coastal recreational destinations.

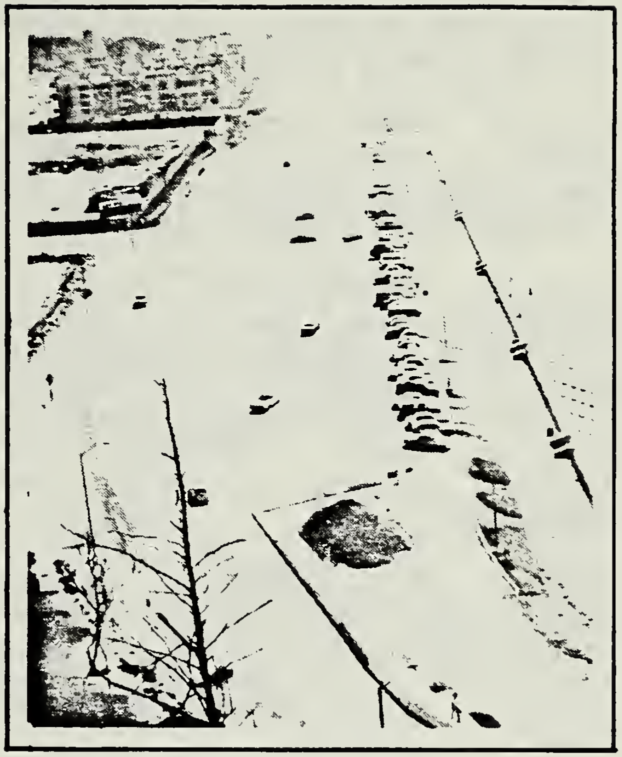
Policy 3: Connect local transit routes with regional transit, including BART, Golden Gate Transit, and the Golden Gate National Recreation Transit.

Policy 4: Provide incentives for transit usage.

Policy 5: Consolidate the Municipal Railway turnaround at the former Playland-at-the-Beach site.

Policy 6: Provide transit shelters at the beach for transit patrons.





THE GREAT HIGHWAY

OBJECTIVE 2: REDESIGN THE GREAT HIGHWAY TO ENHANCE ITS SCENIC QUALITIES AND RECREATIONAL USE.

Policy 1: Develop the entire Great Highway right-of-way into a smooth recreational drive through a park area. Emphasize slow pleasure traffic and safe pedestrian access to beach.

Policy 2: Construct a sewage transport under the present alignment of the Great Highway south of Fulton Street and replace the Great Highway as a four lane straight highway with recreational trails for bicycle, pedestrian, landscaping, and parking.

Policy 3: Create a landscaped recreational corridor adjacent to the construction at the former Playland-at-the-Beach site to provide a link between Golden Gate park and Sutro Heights park.

Policy 4: Provide for a continuation of the bicycle trail by an exclusive bicycle lane on public streets betwen the Great Highway and Point Lobos.

Policy 5: Improve views for vehicular traffic by elevating the northbound lanes of the Great Highway above the southbound lanes whenever possible.

Policy 6: Improve public access to Ocean Beach from Golden Gate Park by providing a landscaped bridge over vehicular underpass, if funds are not available improve public access by providing grade crossings with signals, walkways, lighting and landscaping.

Policy 7: Locate parking for users of Ocean Beach and other coastal recreational areas so that the Great Highway need not be crossed. Design parking to afford maximum protection to the dune ecosystem.

Policy 8: Provide permanent parking for normal use required by beach users in the Great Highway corridor (taking into account the increased accessibility by transit); provide multiple use areas which could be used for parking at peak times, but could be used for recreational uses when not needed for parking.

Policy 9: Improve pedestrian safety by providing clearly marked crossings and installing signalization.

Policy 10: Enhance personal safety by lighting any parking areas, underpasses, overpasses, and at grade crossing.

Policy 11: Improve public access to Ocean Beach south of Lincoln Avenue by providing grade crossing with signals and walkways at every other block.

GOLDEN GATE PARK

OBJECTIVE 3: ENHANCE THE RECREATIONAL CONNECTION BETWEEN GOLDEN GATE PARK AND THE BEACH FRONTAGE.

Policy 1: Strengthen the visual and physical connection betwen the park and beach. Emphasize the naturalistic landscape qualities of the western end of the park for visitor use. When possible eliminate the Richmond-Sunset sewer treatment facilities.

Policy 2: Continue to implement a long-term reforestation program at the western portion of the park.

Policy 3: Develop and periodically revise a Master Plan for Golden Gate Park to include specific policies for the maintenance and improvement of recreatinal access in the western portion of the park.

Policy 4: Rehabilitate the Beach Chalet for increased visitor use.

Policy 5: Simplify the intersection of the Great Highway and South Drive to improve pedestrian safety and to discourage commuter traffic from going through the park.

THE ZOO

OBJECTIVE 4: IMPROVE THE QUALITY OF THE ZOO AND ITS RELATIONSHIP TO THE COASTAL ZONE RECREATIONAL SYSTEM.

Policy 1: Maintain the landscaped park-like atmosphere of the Zoo.

Policy 2: Enhance visitor interest in the Zoo by pursuing a specific Zoo Master Plan for modernization and improvement of Zoo facilities and enhancement of the animal collection.

Policy 3: Allow location of a sewage treatment plant and a pump station to serve the western area of San Francisco on Zoo property. Locate and design the facilities to maximize their joint use by the Zoo.

Policy 4: Expand the existing Zoo area west toward the Great Highway and south toward Skyline Boulevard.

Policy 5: Provide a wind berm along the Great Highway for protection and public viewing of Ocean Beach and the Pacific Ocean.

Policy 6: Enhance the entrance to the Zoo by providing visitor amenities at the northwest corner.

Policy 7: Provide parking near the entrance to the Zoo for those visitors who cannot reasonably use public transportation.

Policy 8: Provide for the reasonable expansion of the Recreation Center for the Handicapped for recreation purposes. Accommodate that expansion in a way that will not inhibit the development of either the Zoo or the treatment plant.

LAKE MERCED

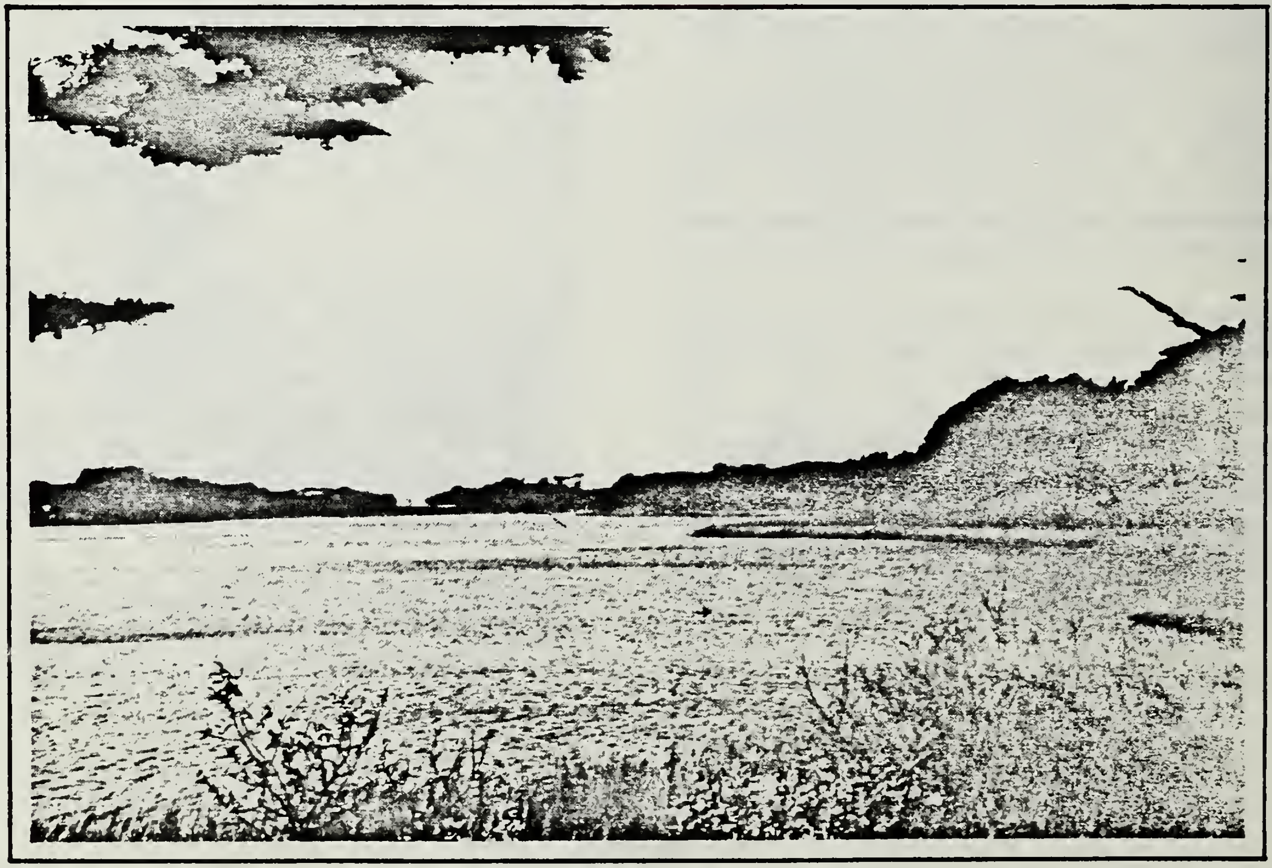
OBJECTIVE 5: PRESERVE THE RECREATIONAL AND NATURAL HABITAT OF LAKE MERCED.

Policy 1: Preserve in a safe, attractive and usable condition the recreational facilities, passive activities, playgrounds and vistas of Lake Merced area for the enjoyment of citizens and visitors to the city.

Policy 2: Maintain in usable condition the existing bicycle, bridle, pedestrian and jogging paths around the lake.

Policy 3: Allow only those activities in Lake Merced area which will not threaten the quality of the water as a standby reservoir for emergency use.

Policy 4: As it becomes obsolete, replace the police pistol range on the southerly side of South Lake with recreational facilities.



OCEAN BEACH

OBJECTIVE 6: MAINTAIN AND ENHANCE THE RECREATIONAL USE OF SAN FRANCISCO'S OCEAN BEACH SHORELINE.

Policy 1: Continue Ocean Beach as a natural beach area for public recreation.

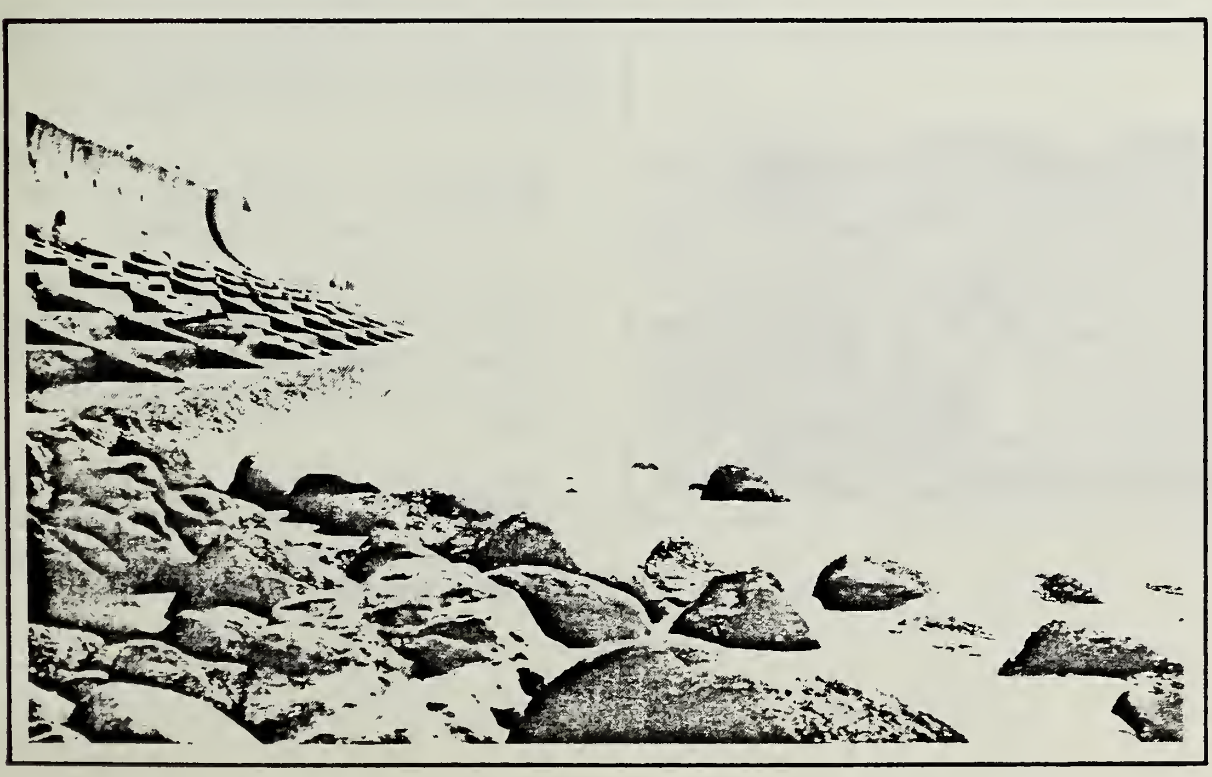
Policy 2: Improve and stabilize the sand dunes where necessary with natural materials to control erosion.

Policy 3: Keep the natural appearance of the beach and maximize its usefulness by maintaining the beach in a state free of litter and debris.

Policy 4: Maintain and improve the physical condition and appearance of the Esplanade between Lincoln Way and the Cliff House.

Policy 5: Enhance the enjoyment of visitors to Ocean Beach by providing convenient visitor-oriented services, including take-out food facilities.

Policy 6: Extend the seawall promenade south to Sloat Boulevard as funds become available.



SUTRO HEIGHTS PARK

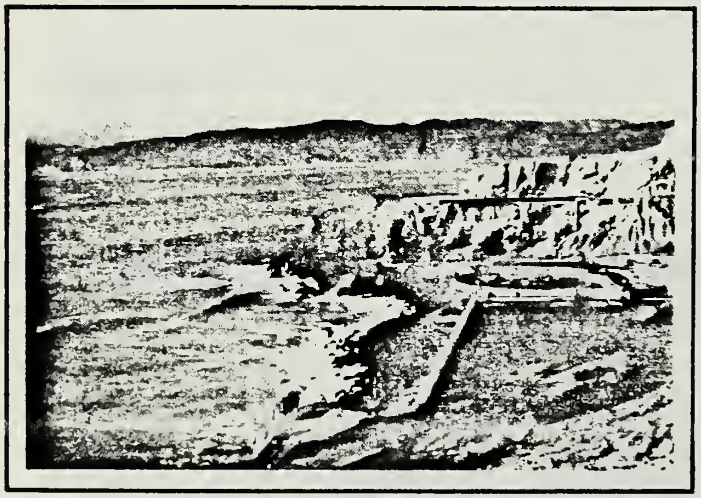
OBJECTIVE 7: PRESERVE AND RESTORE SUTRO HEIGHTS PARK.

Policy 1: Continue the use of Sutro Heights Park as a park, preserve its natural features, and retain its quiet neighborhood orientation.

Policy 2: Restore elements of the historic garden and landscaping and include minor interpretive displays and seating areas.

Policy 3: Improve access between Golden Gate Park and Sutro Heights Park by providing a new trail system up the south slope of Sutro Heights Park within the La Playa Street right-of-way for equestrians, pedestrians and joggers.

Policy 4: Protect the natural bluffs below Sutro Heights Park. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.



CLIFF HOUSE - SUTRO BATHS

OBJECTIVE 8: MAINTAIN THE VISITOR ATTRACTIVENESS OF THE CLIFF HOUSE AND SUTRO BATH COMPLEX.

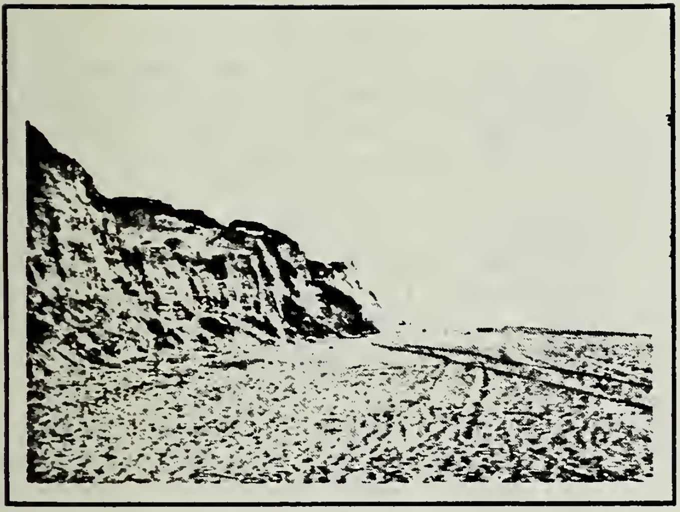
Policy 1: Develop the Cliff House/Sutro Bath area as a nature-oriented shoreline park. Permit limited commercial-recreation uses if public ownership is retained and if development is carefully controlled to preserve the natural characteristics of the site.

Policy 2: Restore the Cliff House to its 1909 appearance or, if financially feasible, to an accurate replica of the original 1890 structure.

Policy 3: Insure hiker safety by providing a clearly marked and well maintained pathway system.

Policy 4: Redesign parking and vehicular circulation in the area to relieve congestion and provide for the safety of pedestrians crossing Point Lobos.

Policy 5: To increase visitor enjoyment, mitigate the noise and air pollution caused by tour buses by relocating bus waiting areas.



FORT FUNSTON

OBJECTIVE 9: CONSERVE THE NATURAL CLIFF ENVIRONMENT ALONG FORT FUNSTON.

Policy 1: Maximize the natural qualities of Fort Funston. Conserve the ecology of entire Fort and develop recreational uses which will have only minimal effect on the natural environment.

Policy 2: Permit hanggliding but regulate it so that it does not significantly conflict with other recreational and more passive uses and does not impact the natural quality of the area.

OLYMPIC COUNTRY CLUB

OBJECTIVE 10: RETAIN THE OPEN SPACE QUALITY OF THE OLYMPIC COUNTRY CLUB AREA.

Policy 1: If the private golf course use is discontinued, acquire the area for public recreation and open space, if feasible.

Policy 2: Maintain the existing public easement along the beach. Encourage the granting of an additional easement by the Olympic Country Club to the National Park Service for public use and maintenance of the sensitive bluff area west of Skyline Boulevard as part of the Golden Gate National Recreation Area.

Policy 3: Protect the stability of the westerly bluffs by consolidating the informal trails along the bluff area into a formal trail system which would be clearly marked. Coordinate the lateral trail system along the bluff with the San Mateo trail system south of the San Francisco boundary.

RICHMOND AND SUNSET
RESIDENTIAL NEIGHBORHOODS

OBJECTIVE 11: PRESERVE THE SCALE OF RESIDENTIAL AND COMMERCIAL DEVELOPMENT ALONG THE COASTAL ZONE AREA.

Policy 1: Preserve the scale and character of existing residential neighborhoods by setting allowable densities at the density generally prevailing in the area and regulating new development so its appearance is compatible with adjacent buildings.

Policy 2: Develop the former Playland-at-the-Beach site as a moderate density residential apartment development with neighborhood commercial uses to serve the residential community and, to a limited extent, visitors to the Golden Gate National Recreation Area.

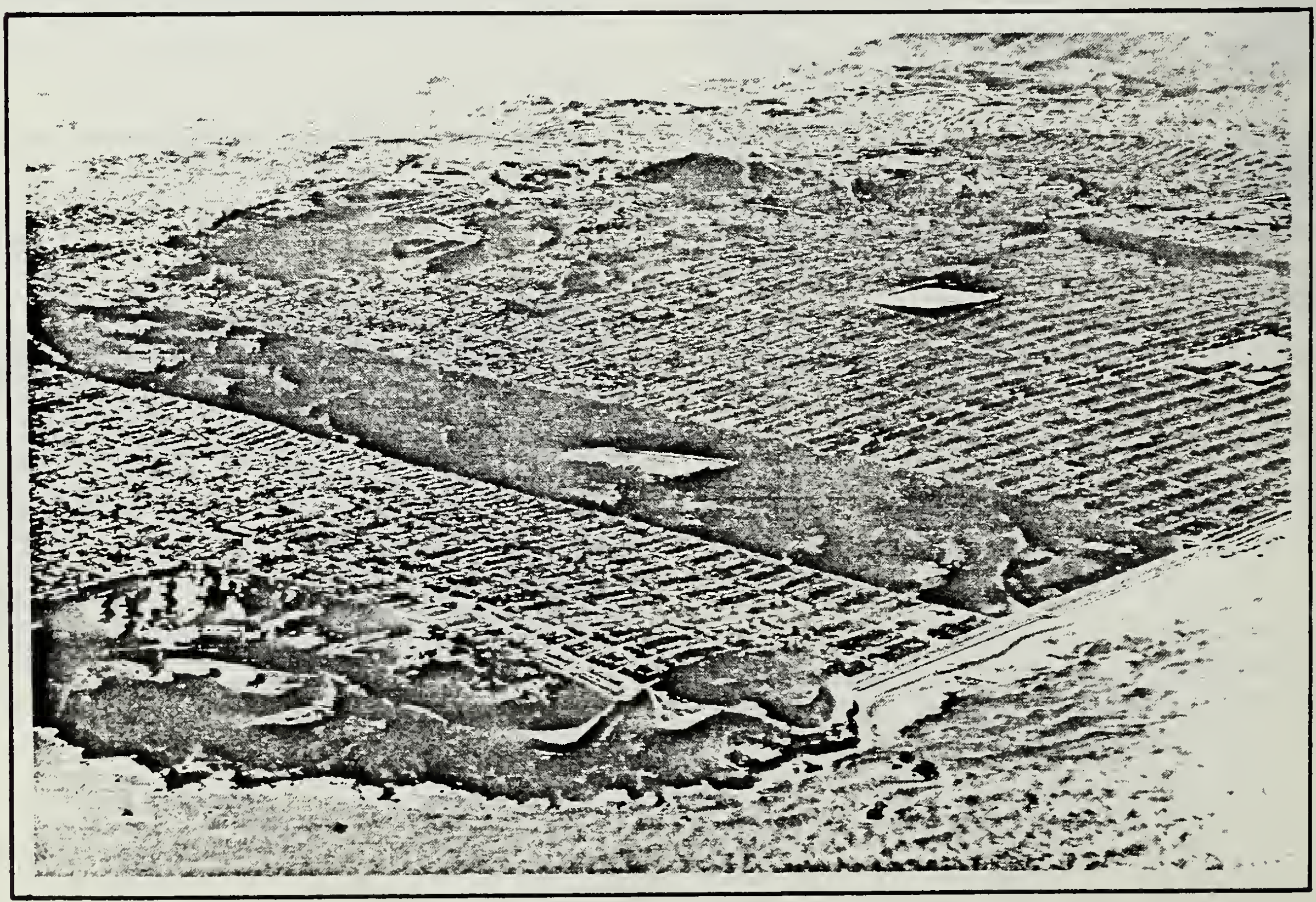
Policy 3: Continue the enforcement of citywide housing policies, ordinances and standards regarding the provision of safe and convenient housing to residents of all income levels, especially low- and moderate-income people.

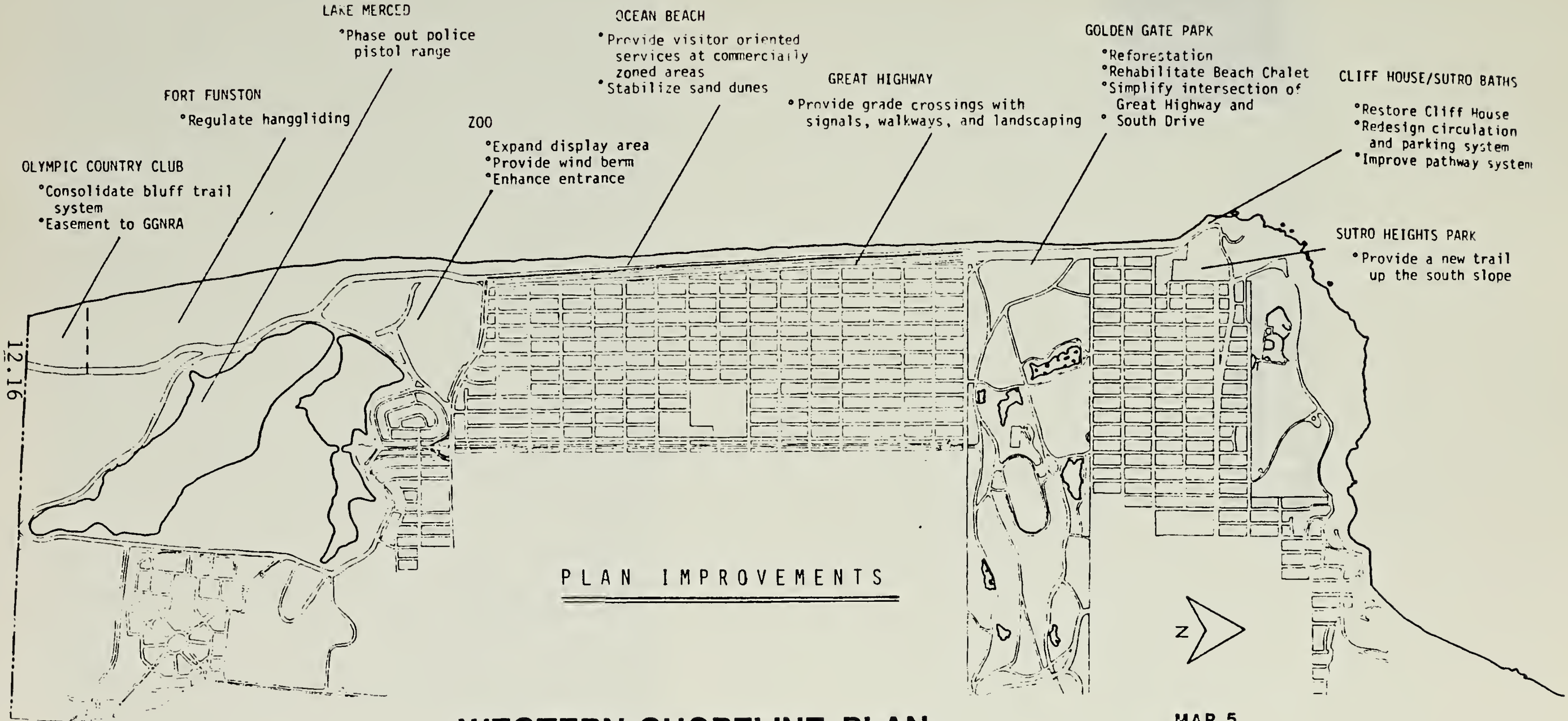
Policy 4: Strive to increase the amount of housing units citywide, especially units for low- and moderate-income people.

Policy 5: Work with federal and state funding agencies to acquire subsidy assistance for private developers for the provision of low- and moderate-income units.

Policy 6: Protect the neighborhood environment of the Richmond and Sunset residential areas from the traffic and visitor impacts from the public using adjacent recreation and open space areas.

Policy 7: Maintain a community business district along Sloat Boulevard within the Coastal Zone to provide goods and services to residents of the outer Sunset and visitors to the Zoo and Ocean Beach.



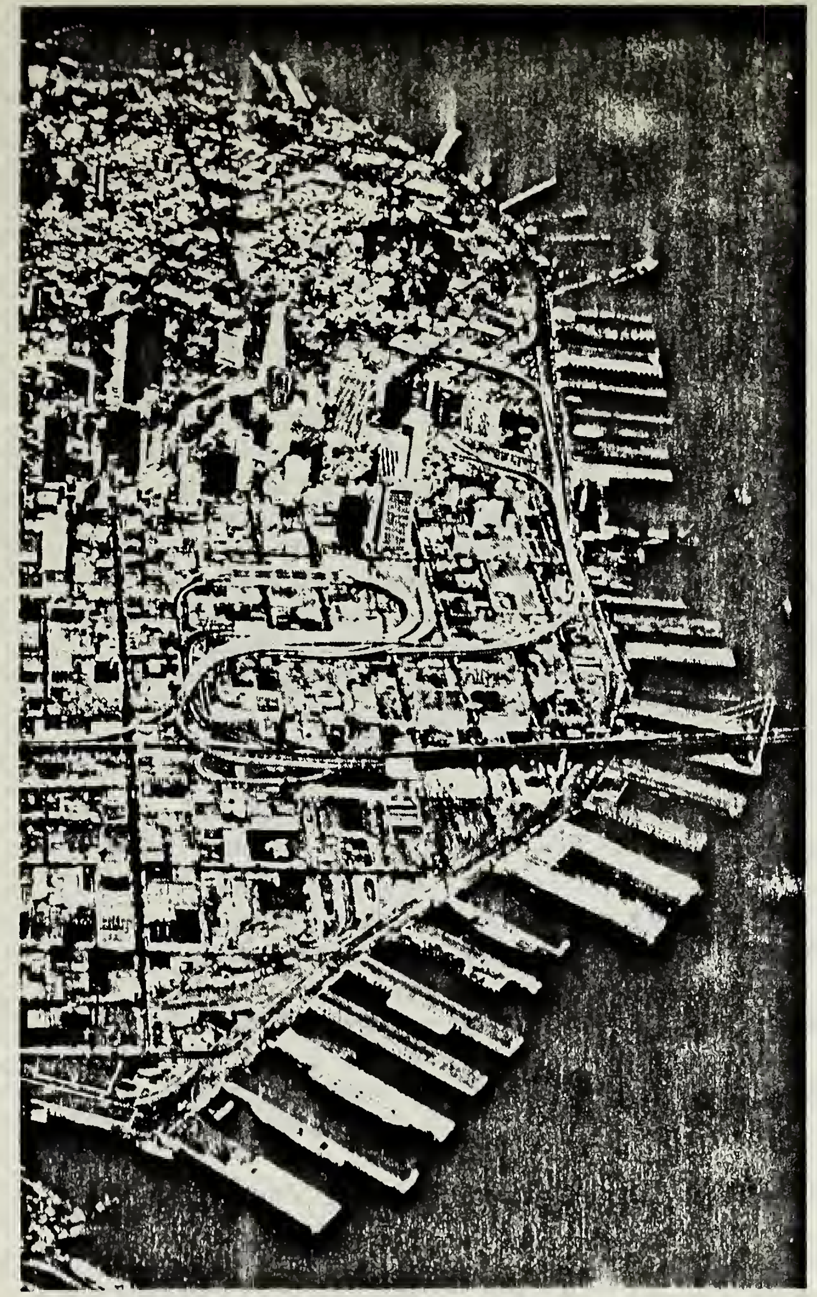

12.16
OLYMPIC COUNTRY CLUB
°Consolidate bluff trail system
°Easement to GGNRA
FORT FUNSTON
°Regulate hanggliding
LAKE MERCED
°Phase out police pistol range
ZOO
°Expand display area
°Provide wind berm
°Enhance entrance
OCEAN BEACH
•Provide visitor oriented services at commercially zoned areas
•Stabilize sand dunes
GREAT HIGHWAY
•Provide grade crossings with signals, walkways, and landscaping
GOLDEN GATE PARK
°Reforestation
°Rehabilitate Beach Chalet
°Simplify intersection of Great Highway and
• South Drive
CLIFF HOUSE/SUTRO BATHS
°Restore Cliff House
°Redesign circulation and parking system
°Improve pathway system
SUTRO HEIGHTS PARK
•Provide a new trail up the south slope
PLAN IMPROVEMENTS
N

MAP 5

WESTERN SHORELINE PLAN

SAN FRANCISCO MASTER PLAN

NORTHEASTERN WATERFRONT



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Notes:

1. Illustrative plans and graphics are not an official part of the Plan.

2. The size of Port piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size, as determined by field examinations, shall govern rather than the estimates contained in this Plan.

3. Glossary of Terms

   Bay-Oriented (or Water-Oriented) Commercial Recreation and Bay-Oriented Public Assembly: Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.

   Fill: Material including earth and pilings; any water coverage, whether on pilings or by cantilever, and floating structures moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.

   Maritime: Referring to industrial, commercial and other operations directly related to the conduct of waterborne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sportfishing or recreational boats.

The Northeastern Waterfront Plan was adopted as part of the Master Plan of the City and County of San Francisco by Resolution 7643 of the City Planning Commission on January 19, 1977.

Amendments to The Northeastern Waterfront Plan were adopted by the City Planning Commission by Resolution 8481 on January 31, 1980, by Resolution 8596 on May 29, 1980, and by Resolution 8781 on December 4, 1980.

INTRODUCTION

Background

San Francisco is a compact city, surrounded on three sides by the Pacific Ocean and San Francisco Bay. From the beginning, the waterfront has played an intimate role in the City's industrial, commercial, and recreational life.

Although San Francisco Bay was discovered by the Spaniards in 1775, it was not until the 1849 gold rush that the region had its first wave of population growth. The focus of the growth was in the area adjacent to the Bay where deep and protected waters provided a natural harbor. This area is now the Northeastern Waterfront and includes Fisherman's Wharf to China Basin. Much of this area was developed on Bay fill as the original shoreline skirted the base of what are known as Telegraph, Rincon, and Potrero Hills.

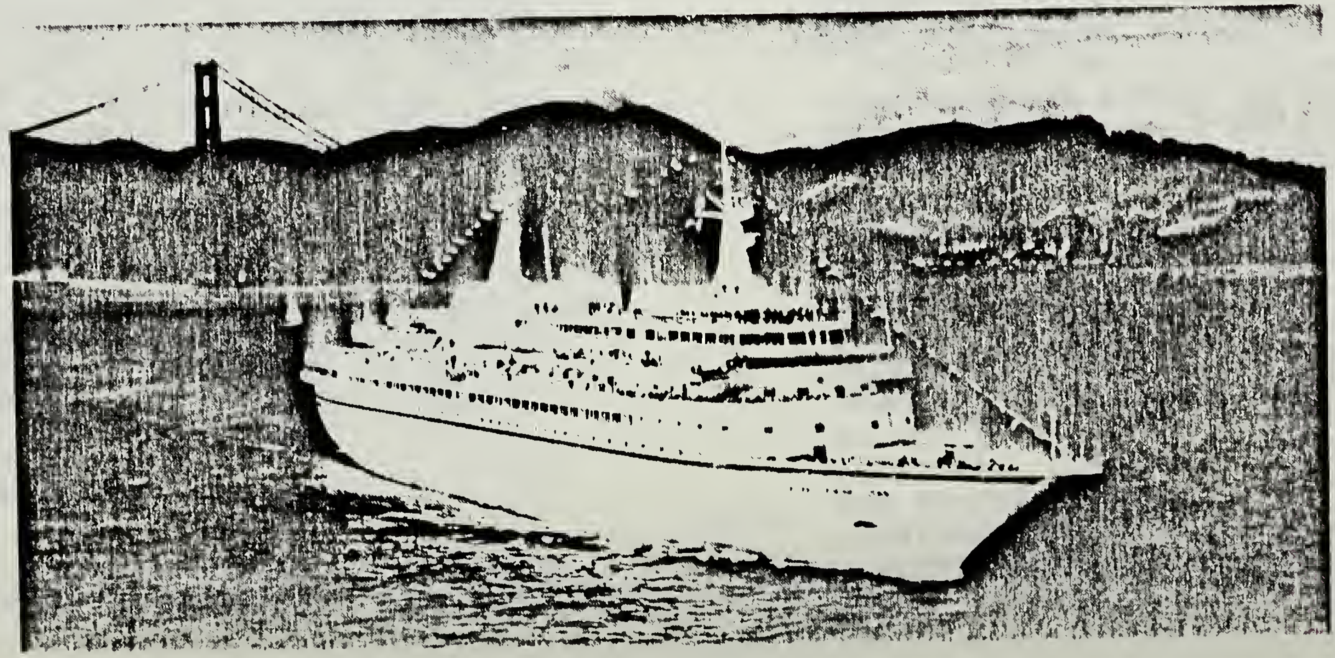
During these early days, the waterfront was a lively part of town, busy with sailors and those hoping to earn their fortunes in the gold fields. City dwellers would stroll along the waterfront and enjoy the marvelous view of the Port and the Bay. The nearby hillsides were the sites of the earliest settlements and later became fashionable neighborhoods.

Through World War II, the waterfront retained its image of a thriving port and center of the City's economic vitality. The Ferry Building, located at the foot of Market Street, became a landmark structure symbolic of the City's ties with the Bay Area and the World. The western half of San Francisco's waterfront, from Aquatic Park, west to the Presidio and south along Ocean Beach to the County line was developed for military and recreational use and in recent years has become part of the magnificent Golden Gate National Recreational Area.

With the passage of time, however, the Northeastern Waterfront became increasingly separated from the rest of the City and began to decline in activity. The completion of the Bay Bridge in the 1930's foreshadowed the end of the Trans-Bay ferry service and diminished the role of the Ferry Building. Today, major portions of the waterfront are traversed by freeways and inundated with parking lots creating visual and physical barriers to the Bay and impeding the revitalization of this part of the City. Changes in transportation technology related to the movement of goods by water also contributed to the decline of the waterfront. The placement of cargo in standardized containers has resulted in dramatic shifts in maritime transportation patterns. Containerization has shifted the emphasis from the traditional break-bulk method of cargo handling, for which the Port's finger piers were designed, and has created the need for large modern facilities requiring considerable capital investment and backland support areas.

Although the Port of San Francisco was, at the end of World War II, the largest port in the region, the Port of Oakland was first to develop containerized facilities. Oakland had the advantage of large, undeveloped flat land necessary for the storage of containers as well as better rail and highway connections to eastern markets. Today, portions of San Francisco's Northeastern Waterfront continue to be used for break-bulk cargo handling, ship repair, and related activities; however, some of the piers are vacant and dilapidated and some of the land is underutilized.

The Port's maritime development strategy calls for the maintenance of existing viable maritime functions in the Northeastern Waterfront and the consolidation and expansion of new maritime and industrial development in the Central and Southern Waterfront south of China Basin for efficiency of operations, availability of adequate backland, and landside transportation advantages.



While there is substantial demand for a variety of uses on the Northeastern Waterfront, the type and magnitude of new uses should not reflect what is possible, but rather, what is desirable from the broadest public interest point of view. Although growth continues in office employment, particularly in the areas of services and finance, the ability of the City to maintain and attract new blue collar jobs has become increasingly difficult. The problem is worsened by high costs of land, lack of available area suitable for industrial expansion, and traffic congestion on major travel corridors. In addition to office, industrial, and shipping activities, a substantial portion of the City's economy is related to tourism. Hotel, restaurant and retail uses are large employers, particularly of the minority population. Although there is a demand for additional tourist-related development, it must be carefully balanced against the need for recreation, open space, and new housing on the Northeastern Waterfront and the community desire not to replicate or compete with other tourist areas in the City.

The Future of the Northeastern Waterfront

The Northeastern Waterfront Plan recommends objectives and policies designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

In the Northeastern Waterfront in areas where piers are sound, shipping and related maritime uses will be maintained and expanded. On lands no longer needed for maritime purposes, the predominant uses will be open space and water-oriented public recreation. On inland areas, the predominant uses will be residential and office development. The waterfront would be re-integrated with the fabric of the City. Barriers to the waterfront from inland areas, including the Embarcadero Freeway, parking under it and on open piers would be removed. The Embarcadero roadway would become a landscaped waterfront boulevard, linking the Northeastern Waterfront with other portions of the shoreline. A rail transit system would run along the Embarcadero reducing the need for auto travel and on-site parking. Pedestrian and bicycle ways would connect recreational areas with community facilities, historic and architecturally significant buildings, residential areas, and employment centers. An authentic maritime character and strong sense of historic continuity combined with increased visibility of the natural attributes of the Bay would reinforce the special identity of the area.

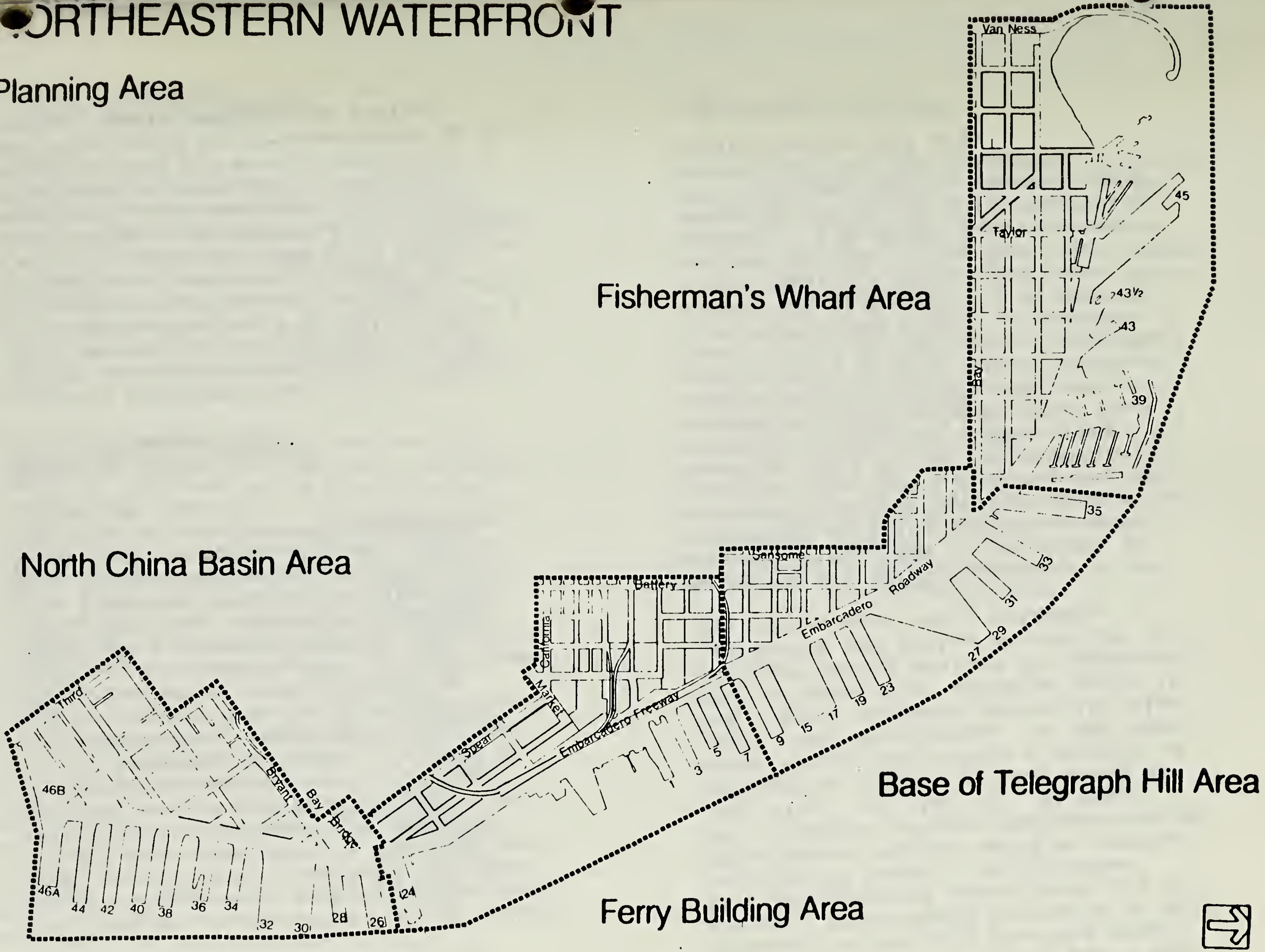
To achieve these goals, the Plan recommends general objectives and policies for Land Use, Transportation, and Urban Design and recommends specific objectives and policies for five geographic subareas: Fisherman's Wharf (which extends from the Municipal Pier at Van Ness Avenue to Pier 35); the Base of Telegraph Hill (Pier 35 through Pier 9); the Ferry Building Area (Pier 7 through Pier 24); the North China Basin Area (Pier 26 through Pier 46); and the Embarcadero Corridor which extends along the right-of-way of the Embarcadero from north to south and intersects the four other subareas.

Fisherman's Wharf Area
(Municipal Pier to Pier 35)

Fisherman's Wharf contains portions of the Golden Gate Recreation Area at Aquatic Park, hotels, restaurants and speciality shops, the reuse of historic buildings for major commercial centers at Ghirardelli Square and the Cannery, Fish Alley and the berthing basin for what remains of the commercial fishing fleet and the recent Pier 39 development. Policies for Fisherman's Wharf include a new breakwater in the vicinity of Hyde Street to protect the fishing basin and enable the fishing fleet to expand, limitations on the amount and type of new commercial recreational development that may occur, and transit and parking improvements to upgrade circulation and reduce congestion.

NORTHEASTERN WATERFRONT

Planning Area


Fisherman's Wharf Area
North China Basin Area
Base of Telegraph Hill Area
Ferry Building Area
Van Ness
Taylor
Bay
45
43½
43
39
35
33
31
29
27
23
19
17
15
9
7
5
3
Sansome
Battery
California
Market
Embarcadero
Roadway
Embarcadero Freeway
Spear
Bay Bridge
Bryant
Third
24
26
28
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34
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42
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46A
46B

The Base of Telegraph Hill Area
(Piers 35 through 9)

This subarea is characterized by finger piers in break-bulk and cargo-handling uses, and offices, showrooms and warehousing on inland sites. Plan policies call for the continued and enhanced maritime use of Piers 35 through 9 and the refurbishing of Pier 35 as the City's passenger terminal. Inland of the Embarcadero, residential, office and open space uses would be encouraged and buildings of architectural or historic merit preserved. The surface Embarcadero roadway would be improved as a waterfront boulevard extending from Fisherman's Wharf to China Basin with widened sidewalks, truck access areas for the maritime piers, and a right-of-way for the "E" Embarcadero street car line.

The Ferry Building Area
(Piers 7 through 24)

Included in this subarea are the Golden Gateway and Embarcadero Center developments, other high rise office structures, the Ferry Building, and the elevated Embarcadero Freeway. Contrary to previous proposals for extensive bay fill, the Plan calls for open water as a relief to the intensely developed downtown and to ensure the continued prominence of the Ferry Building and its tower. The Ferry Building would be re-established as a major transit center, the eastern terminus to Market Street, and a major entryway to the City from the water. Historic ships would be moored in this area and pleasure boats would tie up to colorful buoys. The elevated Embarcadero Freeway would be removed and a simple, elegant promenade would link Pier 7 to Pier 24. It would maintain a visual corridor along the water's edge and create a variety of water edge experiences. In the Pier 7 and 3 area, a public recreation pier next to open water would be built in contrast to the mixture of commercial recreation and office activities in the redeveloped Ferry Building.

South of the Ferry Building, in the Howard to Harrison Street area, a mixed use activity center would be created, bringing new life to an area that for many years has been cut off from the City by the Embarcadero Freeway and the Bay Bridge. The activity center would be comprised of a major water-related, soft surface public park, with a "Tavern-on-the-Green" type of restaurant in the park north of Folsom Street, and public access and fishing areas on Pier 24 with dramatic views to the city skyline and out to the Bay. In addition, a terraced European-style hotel inland of the park across the re-routed Embarcadero roadway would ensure both day and night-time activities for the area.

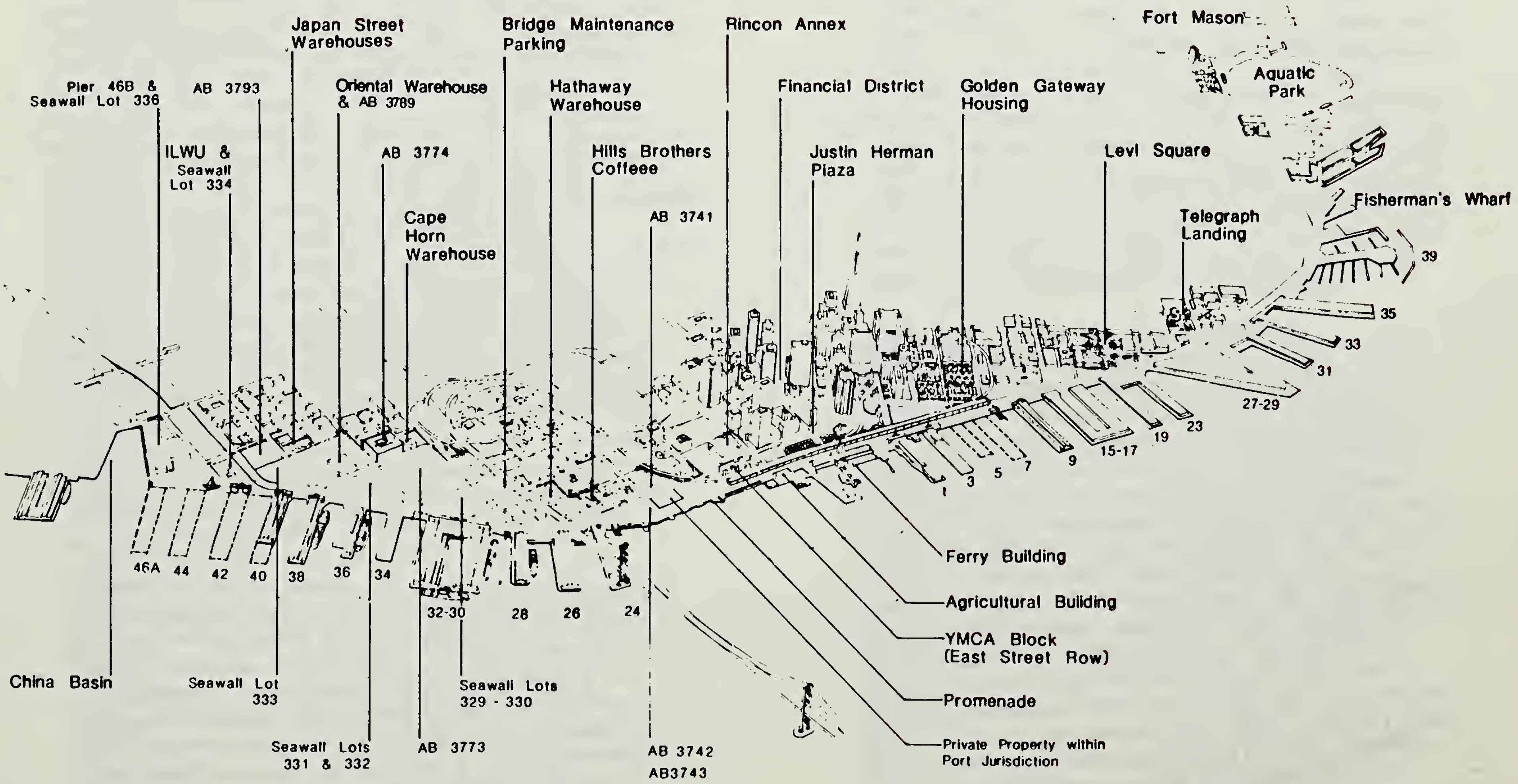
North China Basin Area
(Piers 26 through 46)

South of the Bay Bridge, Piers 26-38 would continue in break-bulk cargo handling and related shipping activities. Piers 42-46A and a portion of Pier 40, which are presently almost vacant and in unsound condition, would be removed and the area developed as a full service marina and small boat harbor. Inland of the harbor, a large waterfront park with dramatic views would be provided.

On inland areas, viable warehousing, industrial uses and historic structures would be retained and a mixed-income residential community with open spaces and support services would be built where vacant or underutilized property presently exists. The new community would focus on the historic Oriental Warehouse, which would be adaptively reused for a community center and commercial purposes. Walkways and bicycle paths combined with small plazas would connect the new residences to waterfront activities and other portions of the City. The new community would be characterized by high density, low to mid-rise structures, re-creating the fine-grained fabric of San Francisco neighborhoods and would take advantage of proximity to the Downtown, a desirable microclimate, amenity value of the Bay, and would help satisfy San Francisco's need for new housing.

Embarcadero Corridor

Policies for this subarea are intended to facilitate the movement of people and goods, improve environmental quality, enhance physical and visual access to the shoreline and contribute to the continued vitality of the waterfront by eliminating the blighting influence of the elevated freeway. Recommendations include the freeway's removal from Broadway back to the Main and Beale Street off-ramps, the improvement of the Embarcadero as a waterfront boulevard, the creation of a historic rail transit line to serve commuter and recreational users, the continuation of service to maritime activities by the Belt Freight Rail Line, and, changes in the manner in which parking should serve the waterfront and downtown areas.


Japan Street Warehouses
Bridge Maintenance Parking
Rincon Annex
Fort Mason
Aquatic Park
Pier 46B & Seawall Lot 336
AB 3793
Oriental Warehouse & AB 3789
Hathaway Warehouse
Financial District
Golden Gateway Housing
ILWU & Seawall Lot 334
AB 3774
Hills Brothers Coffeee
Justin Herman Plaza
Levi Square
Fisherman's Wharf
Cape Horn Warehouse
AB 3741
Telegraph Landing
39
35
33
31
27-29
23
19
15-17
9
7
5
3
1
46A
44
42
40
38
36
34
32-30
28
26
24
Ferry Building
Agricultural Building
YMCA Block (East Street Row)
Promenade
Private Property within Port Jurisdiction
China Basin
Seawall Lot 333
Seawall Lots 329 - 330
Seawall Lots 331 & 332
AB 3773
AB 3742
AB3743

NORTHEASTERN WATERFRONT

GOAL, OBJECTIVES, AND POLICIES

OVERALL GOAL

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

LAND USE

General

OBJECTIVE 1: TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.

Policy 1: Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each sub-area of the Northeastern Waterfront.

Policy 2: Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2: TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

Policy 1: Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

Policy 2: Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

Policy 3: Encourage land uses having different peak periods of activity within each sub-area of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

Policy 4: Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

Policy 5: Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

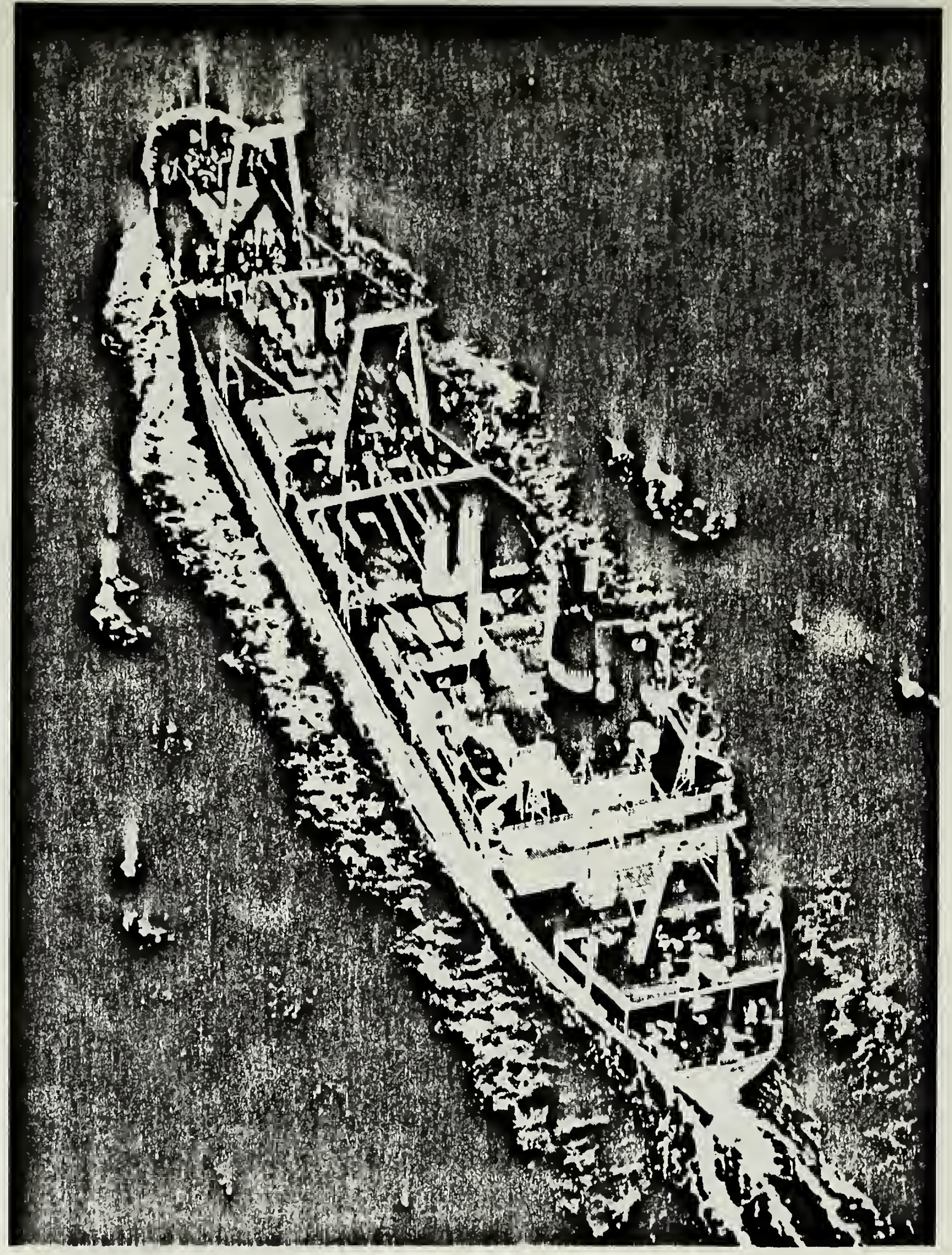
Maritime and Industrial

OBJECTIVE 1: TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

Policy 1: Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

Policy 2: Continue maritime activities on Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.

Policy 3: Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.



Policy 4: Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 2: TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

Policy 1: Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

Policy 2: Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

Policy 3: Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.

Recreation and Open Space

OBJECTIVE: TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

Policy 1: Develop recreation facilities attractive to residents and visitors of all ages and income groups.

Policy 2: Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

Policy 3: Integrate the recreation and open space facilities of the Northeastern Waterfront with those ot the Golden Gate National Recreation Area.

Policy 4: Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

Policy 5: Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to contruct such overlooks and to open views.

Policy 6: Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions:

a. Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge.

Commerce

OBJECTIVE: TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

Policy 1: Except on new or replacement fill, permit additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

Policy 2: Encourage service retail uses in combination with other uses.

Policy 3: Limit general and speciality retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

Policy 4: Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

Policy 5: Encourage limited additional Bay-oriented commercial recreation and public assembly uses inland of the seawall.

Residential

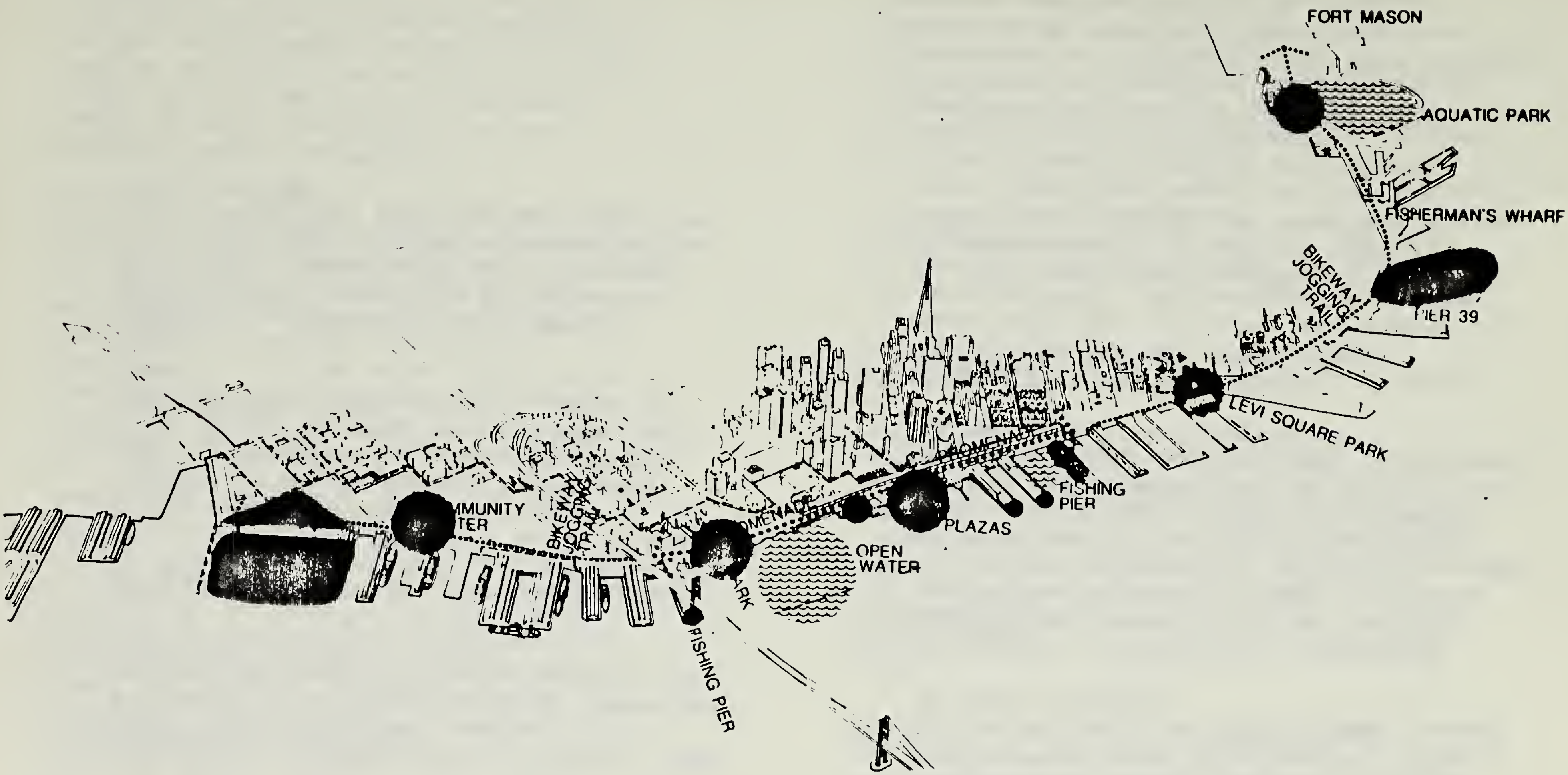
OBJECTIVE: TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTH-EASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

Policy 1: Strengthen, preserve and protect existing residential uses.

Policy 2: Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

Policy 3: Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

Policy 4: Encourage the development of a variety of unit types for households of all sizes where practical.


FORT MASON
AQUATIC PARK
FISHERMAN'S WHARF
BIKEWAY JOGGING TRAIL
PIER 39
LEVI SQUARE PARK
FISHING PIER
PLAZAS
OMENADE
OPEN WATER
ARK
FISHING PIER
BIKEWAY JOGGING TRAIL
MMUNITY TER

PUBLIC ACCESS , RECREATION AND OPEN SPACE

b. Deviations of the public way from the platform edge should be limited to short distances.

Policy 7: Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

Policy 8: Encourage the development of small boat marinas, in the Pier 41 to 37 area, and the Pier 40 to China Basin area. Exclude small boat marinas from the Pier 7 to 24 area, (but allow transient mooring in the Pier 14 to 24 area) and exclude small boat marinas from the Pier 26 to 38 area.

Policy 9: Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the city-wide bicycle route system.

TRANSPORTATION

OBJECTIVE 1: TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

Policy 1: Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

Policy 2: Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (a) short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; and (b) long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.

Policy 3: Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible, (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area, and (c) it is the minimum amount necessary.

Policy 4: Prohibit parking over the water for marinas in the Fisherman's Wharf through Ferry Building areas. In other areas, allow parking for marinas over water only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.

Policy 5: Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

Policy 6: Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

Policy 7: Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

Policy 8: Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

Policy 9: Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 2: TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN WATERFRONT AREA.

Policy 1: To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

Policy 2: Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

Policy 3: Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

Policy 4: To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

Policy 5: Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

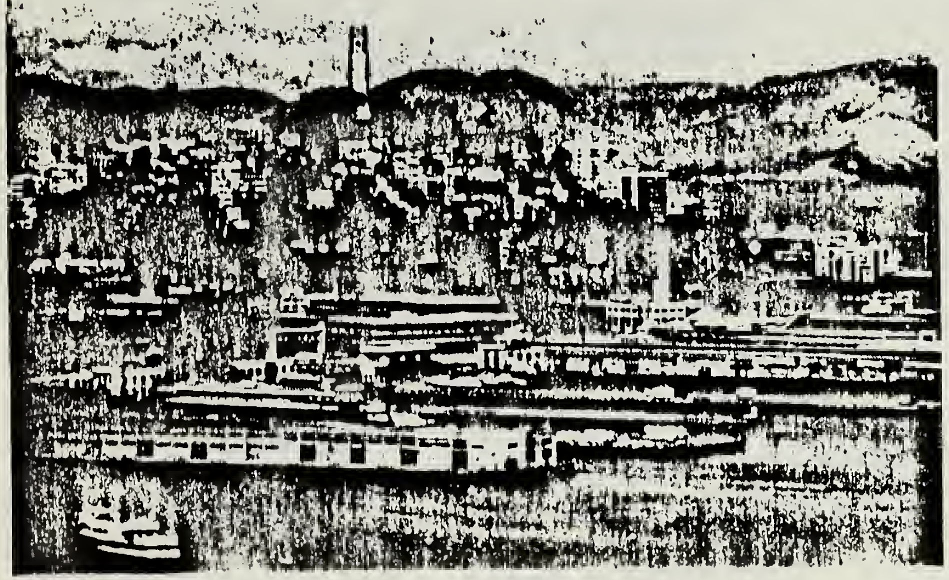
Policy 6: Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

Policy 7: Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.

URBAN DESIGN

OBJECTIVE: TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN; AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

Policy 1: Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.



Policy 2: Preserve and create view corridors which can link the City and the Bay.

Policy 3: Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

Policy 4: In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

Policy 5: Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

a. Maximum feasible public access is provide to the water's edge.

b. Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1) where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and (3) where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

Policy 6: Retain older buildings of architectural merit or historical significance to preserve the architectural and historical character of the waterfront and ensure the compatibility of new development.

Policy 7: Maintain the physical prominence of the Ferry Building.

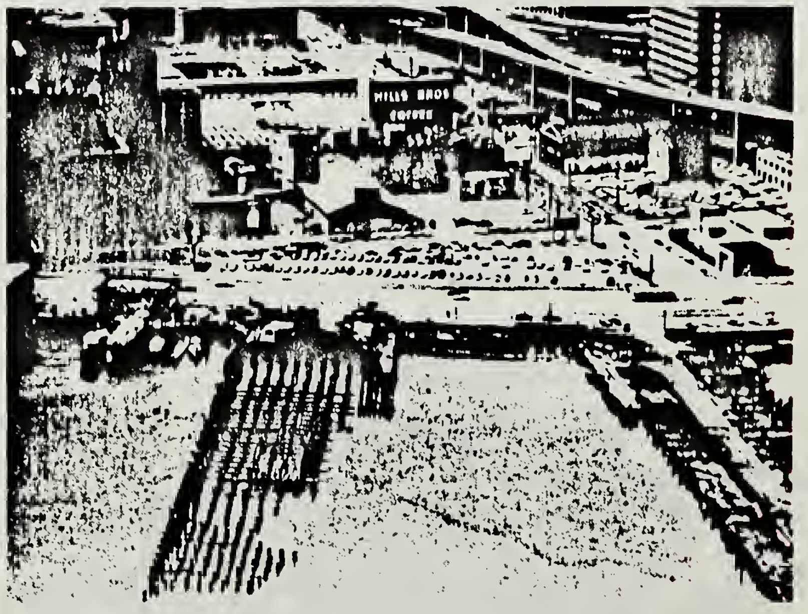
Policy 8: Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

Policy 9: Encourage the provision of street furniture which is of appropriate design to the historic maritime character of the Northeastern Waterfront.

Policy 10: Consider retention of the arched building structures which exist at the main entrance to most piers and which add an important character to The Embarcadero. They should be retained so long as maritime uses exist behind them or when new development occurs which could incorporate these structures without disadvantage.

Specific Policies For Open Space, Public Recreation, and Public Access

Policy 11: Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.



Policy 12: Remove all or portions of dilapidated piers, bulkhead wharves and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.

Policy 13: Remove exposed surface parking from over water, from under the Embarcadero Freeway, and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.

Policy 14: Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.

Policy 15: Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety and avoid glare. Use the same color but lower intensity illumination as that on Market Street. Paint light standards dark blue as on Market Street.

Policy 16: Design and locate a consistent set of street furniture, including such items as seating, drinking fountains, trash cans, signs and plaques along the promenades and public open space piers. Describe the historical significance of the area and the natural resource of the Bay with signs and plaques.

Policy 17: Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally continuous row of street trees in the ground along the promenades between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually complement the trees along the promenades.

Policy 18: Select and locate trees, shrubs and ground covers to preserve, dramatize and enhance Bay views for waterfront users. Use plant materials which should have a demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Install trees of at least two inches in diameter and 15 feet in height in the ground.

Policy 19: On non-maritime piers with sheds, provide continuous peripheral pedestrian public access ways of at least 15 feet in width for walking, viewing and fishing. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles or trash storage, but allow emergency vehicle access.

Policy 20: Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service vehicle access to the Building.

Policy 21: Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.

Policy 22: Pier railings should minimize obstruction of Bay views and reduce maintenance.

Policy 23: Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.

Policy 24: Permit fishing along public access areas on piers and promenades.

Policy 25: Require detailed landscaping, materials, and sign plans to be approved by the Department of City Planning prior to approval of any new non-maritime development.

Specific Policies for Buildings

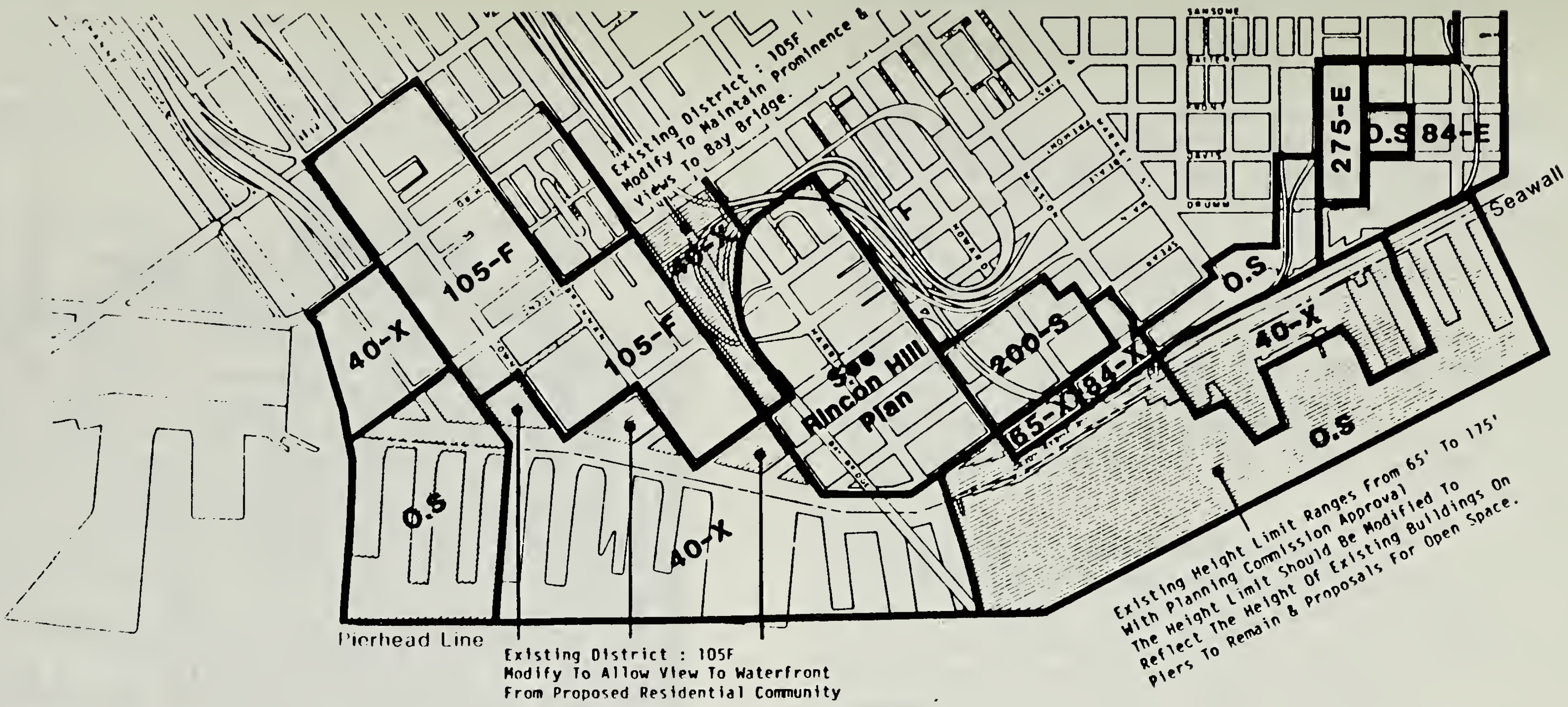
Policy 26: Restrict development south of Broadway to the Height and Bulk Districts shown on the following map.

Policy 27: Locate buildings to minimize shadows and wind on public open spaces.

Policy 28: Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.

Policy 29: Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory or information signs. Permit illuminated signs but prohibit flashing or animated signs.

Policy 30: Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Piers 7 through 1 1/2 and from the Agriculture Building to Pier 24. Design signs in keeping with the concept of the Embarcadero as a scenic boulevard rather than as a high speed artery. Coordinate signs with those to be used in the Ferry Building complex.


Seawall
275-E
O.S
84-E
O.S
40-X
O.S
200-S
65-X
84-X
See Rincon Hill Plan
40-X
105-F
105-F
40-X
O.S
40-X
Pierhead Line

Existing District : 105F Modify To Maintain Prominence & Views To Bay Bridge.

Existing District : 105F
Modify To Allow View To Waterfront
From Proposed Residential Community

Existing Height Limit Ranges From 65' To 175' With Planning Commission Approval The Height Limit Should Be Modified To Reflect The Height Of Existing Buildings On Piers To Remain & Proposals For Open Space.

BULK LIMITS :

O.S. : Open Space District
E : Above 65' Max Length 110', Max Diagonal 140'
F : Above 80' Max Length 110', Max Diagonal 140'
S : See Planning Code §270
X : No Bulk Limits

Numbers Designate Maximum Vertical Dimension Feet

▨ Proposed Changes To Height & Bulk Districts

PROPOSED HEIGHT AND BULK DISTRICTS

13.25

Policy 31: Require signs to be approved by the Department of City Planning.

Policy 32: Conceal any mechanical equipment, pipes, ducts and antennas, on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.

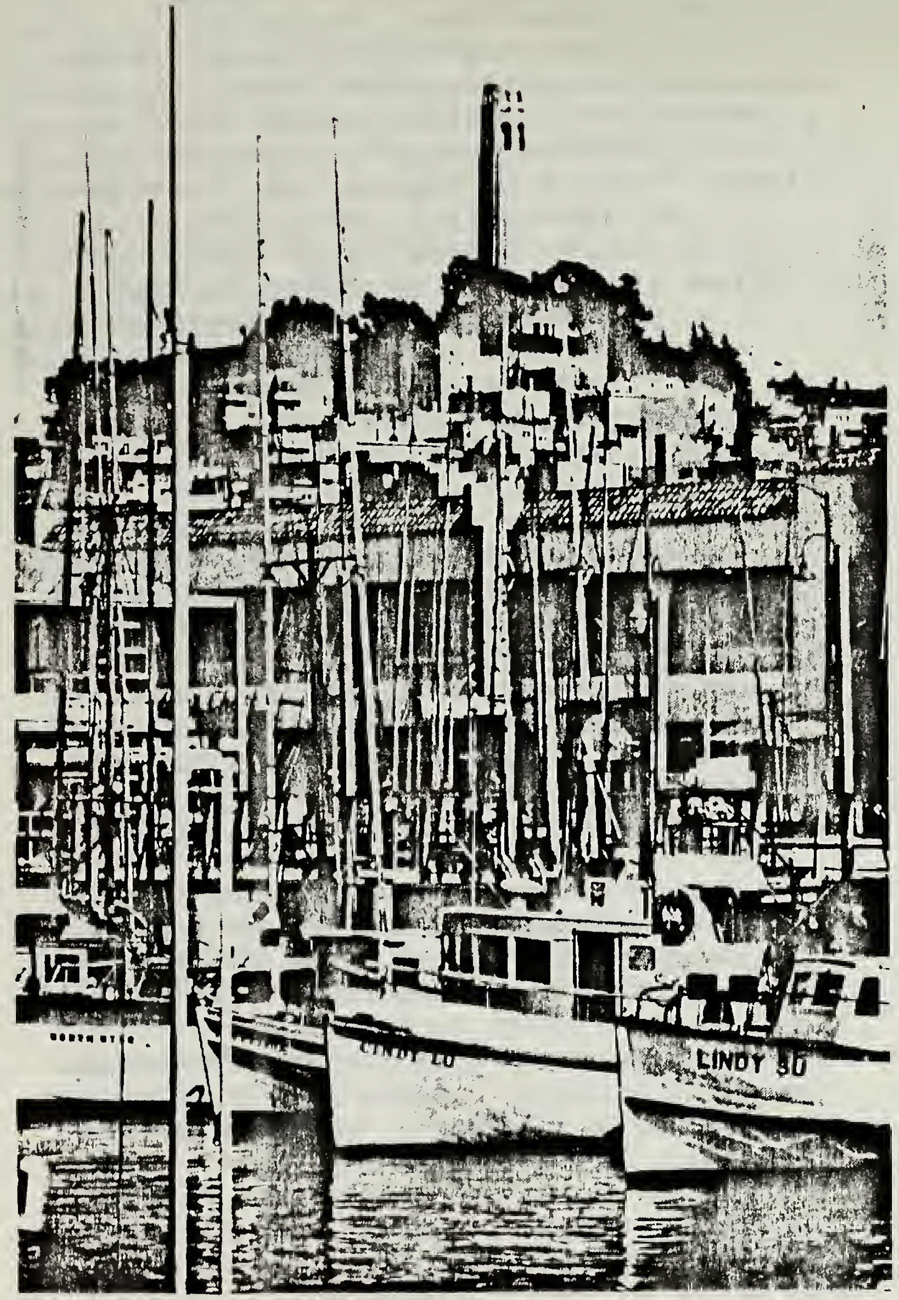
Policy 33: Enclose all servicing facilities and store all waste within structures so as to be shielded from public view. Prohibit any temporary or permanent exterior storage.

Policy 34: Preserve the bulkhead buildings and bulkhead arches on Piers 3, 1 1/2, 1, and 24.

Policy 35: Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability of nearby enclosed parking for on-board commercial recreation uses.

Policy 36: Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality, detail quality, color scheme and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.

Pier 37: Assure that new buildings use the most cost-effective energy efficient measures feasible.



SUBAREAS

Fisherman's Wharf Area

OBJECTIVE 1: TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

Policy 1: Encourage the retention and expansion of the commercial fishing and fish handling industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street Pier.

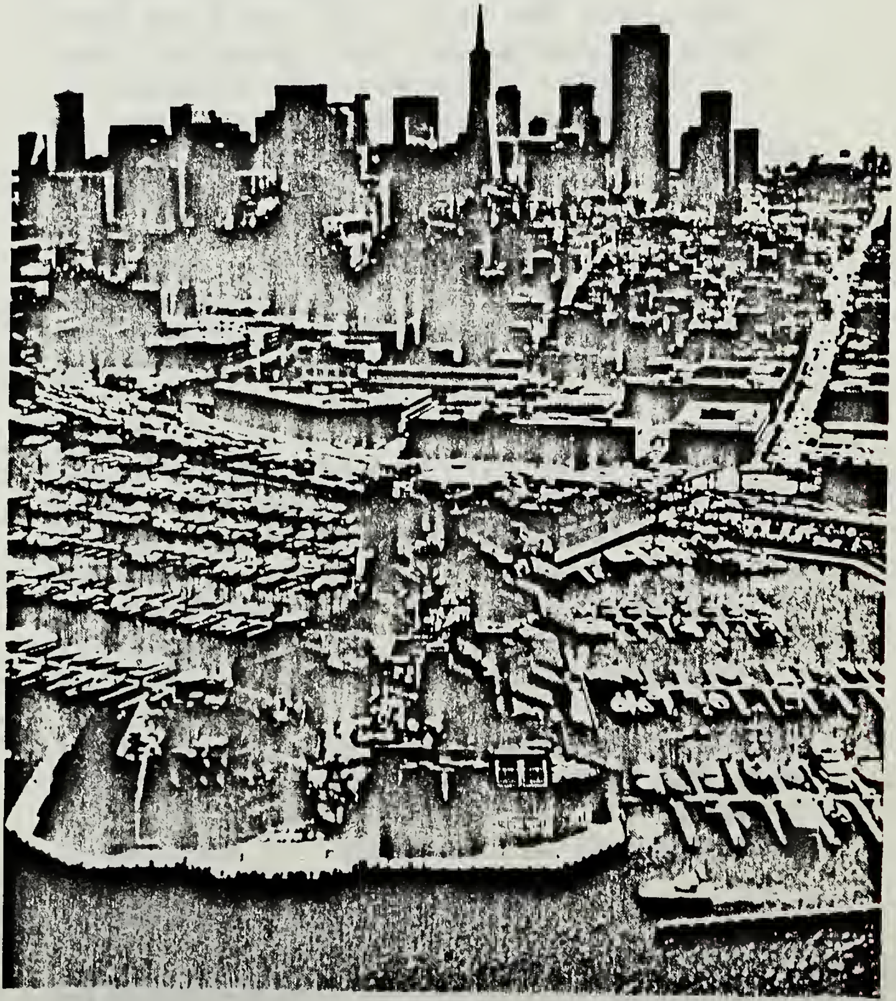
Policy 2: Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde St. Pier, and along Fish Alley which are incidental to their primary commercial fishing industrial use. Permit commercial office (not related to the fishing industry), hotel, residential, convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure.

Policy 4: Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

Policy 5: Encourage the development of a small-boat marina in the Pier 41 to 37 area with any parking provided inland of The Embarcadero.

OBJECTIVE 2: TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION AND PUBLIC ASSEMBLY CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

Policy 1: Permit additional water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the seawall. Any necessary parking should be provided inland of The Embarcadero. The park should include a minimum of 5 to 6 acres of water-oriented landscaped open space unrelated to commercial



uses. Commercial uses should be water-oriented and complementary in scale to those in the rest of the Fisherman's Wharf area. Platforms constructed to support commercial uses should not cover a greater amount of the Bay than 50 percent of any previously existing fill (Piers 37, 39 and 41) which is removed. The Embarcadero should be narrowed in this area to accommodate the development of the waterfront park.

Policy 2: Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

Policy 3: Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

Policy 4: Balance existing commercial recreation and public assembly uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

OBJECTIVE 3: TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

Policy 1: Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

Policy 2: Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their success. Strictly control additional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

Policy 3: Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson Street.

OBJECTIVE 4: TO PROVIDE MAXIMUM OPPORTUNITES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

Policy 1: Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public viewing and access which will not substantially interfere with these activities.

Policy 2: Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

Policy 3: Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Ave, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley.

Base of Telegraph Hill Area

OBJECTIVE 1: TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

Policy 1: Encourage the continued use of Piers 35 through 9 as active maritime piers.

Policy 2: Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the North-eastern Waterfront be considered for such use.

OBJECTIVE 2: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

Policy 1: Retain architecturally interesting and historically significant buildings or buildings which contribute substantially to the overall architectural character of the area. In particular, every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company Warehouse, and the Trinidad Bean and Elevator Company Warehouse.

Policy 2: Ensure the compatibility of new development with the area's historic and architectural maritime character in terms of scale, materials and design.

OBJECTIVE 3: TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

Policy 1: Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

Policy 2: Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

Policy 3: Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

Policy 4: Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

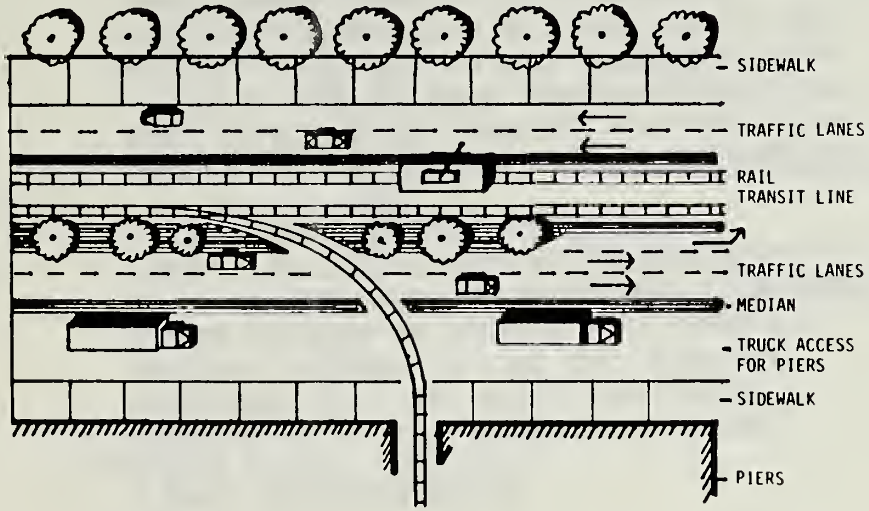
Policy 5: Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

Policy 6: Encourage the provision of landscaping and publicly accessible open space in new development in the Base of Telegraph Hill area.

OBJECTIVE 4: TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

Policy 1: Improve The Embarcadero between Northpoint Street and Broadway as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in the following illustrative plan of the Embarcadero roadway.



Policy 2: Discourage through traffic except in those limited areas designated for this movement.

Policy 3: Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 5: TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

Policy 1: Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

Policy 2: Avoid the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.

Ferry Building Area

OBJECTIVE 1: TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE IN, WORK IN AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

OBJECTIVE 2: TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

OBJECTIVE 3: TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT.

OBJECTIVE 4: TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

OBJECTIVE 5: TO MAXIMIZE VIEWS OF THE WATER AND OF WATERFRONT ACTIVITY.

OBJECTIVE 6: TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.

Policies implementing these Objectives are as follows:

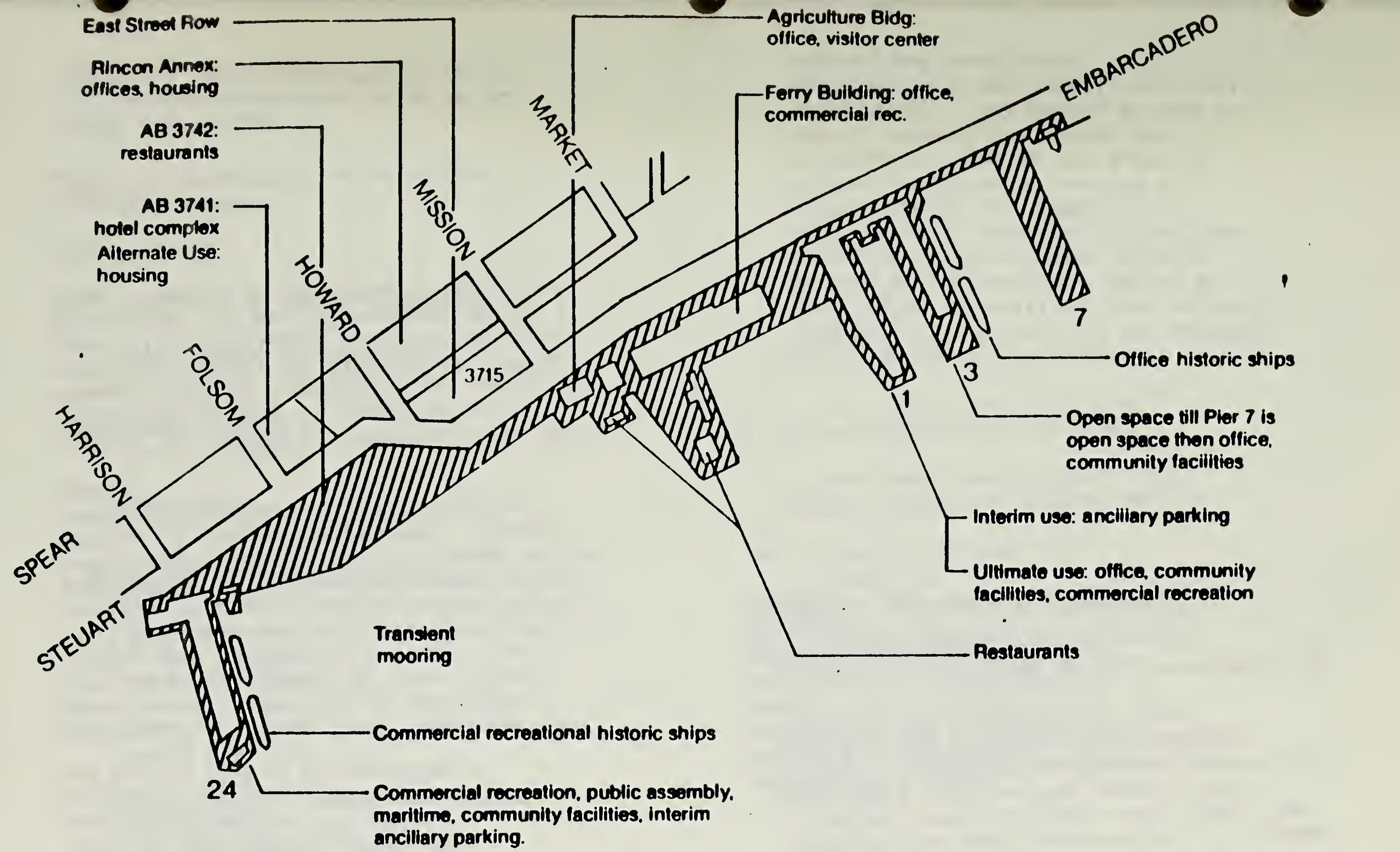
PIER 7

Policy 1: Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices, rebuild Pier 7. Develop Pier 7 (or Pier 3 until Pier 7 is rebuilt) for open space, public recreation and public access for users of all age groups. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. If feasible, use wood planking on decks and illuminate for night-time use. Prohibit parking on the pier.

Policy 2: Develop according to the following program:

Open space on pier
  - approx. two acres

Community facilities in Pier 3 bulkhead
  building if Pier 3 is open space pier
  - 16,000 to 32,000 s.f.


East Street Row
Rincon Annex: offices, housing
AB 3742: restaurants
AB 3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
Agriculture Bldg: office, visitor center
Ferry Building: office, commercial rec.
Office historic ships
Open space till Pier 7 is open space then office, community facilities
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Restaurants
Transient mooring
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
1
3
7
24

▨ Open Space, Public Access, Promenade

0 200 600

LAND USE PLAN

Ferry Building Area

Policy 1: Remove deteriorated Pier 5 and replace it with a small pier for public access and egress from the Klamath. Permit permanent berthing of the Klamath at the bulkhead.

Policy 2: Remove the northerly portion (approximately 75 feet) of the bulkhead building and rehabilitate the remaining portion. Provide views of the water from the Embarcadero through the building by opening the central archway. Provide a pedestrian walkway on the bay side of the building.

Policy 2: If Pier 7 is developed for open space, construct a two-story shed-like structure on Pier 3 for office and community facility use, with windows and skylights that are in keeping with the simple lines, scale and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

Policy 3: Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

Policy 4: Provide continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre open to Bay views at the eastern end of the pier linked to the public access areas. Permit fishing and include benches and wind protection. Use wood planking over the deck and light the plaza for night-time activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing and safety.

Policy 5: Develop Pier 3 according to the following program:

Office and community facilities
  2 stories
  - up to 120,000 s.f.

Public access-perimeter aprons
  - no less than 22,000 s.f.

Plaza-eastern end of pier
  - no less than 22,000 s.f.

Policy 6: Remove the northerly portion (approximately 50 feet) of the bulkhead building and rehabilitate the remaining portion of the building. Permit an extension of the bulkhead building onto the pier, providing a pedestrian walkway around it. Remove all obstructions between the Pier 5 bulkhead building and the modified Pier 3 bulkhead and develop the approximately '100 opening between the buildings as a small public plaza with seating and landscaping.

Policy 7: Permanently moor up to two office-oriented historic ships on the north side of Pier 3.

Policy 8: Develop according to the following program:

HISTORIC SHIPS

North side Pier 3 permanent mooring:

Fresno or other office-oriented historic ship

Office-existing
- up to 20,000 s.f.

Public access
- no less than 7,500 s.f.

Santa Rosa or other office-oriented historic ship

Office
- up to 14,000 s.f.

Commercial recreation
- up to 6,000 s.f.

Public access
- no less than 7,500 s.f.

PIER 1-1/2

Policy 1: Rehabilitate the bulkhead building and historically restore the shed for a museum and/or offices. Maintain the existing openings on either side of the Pier 1-1/2 entry and between the bulkhead building and shed and allow public circulation through these spaces.

Policy 1: Remove the parking from the apron and shed areas. Permit replacement of the existing shed with a three floor structure but retain bulkhead building. Provide continuous peripheral public access around the water sides of the pier.

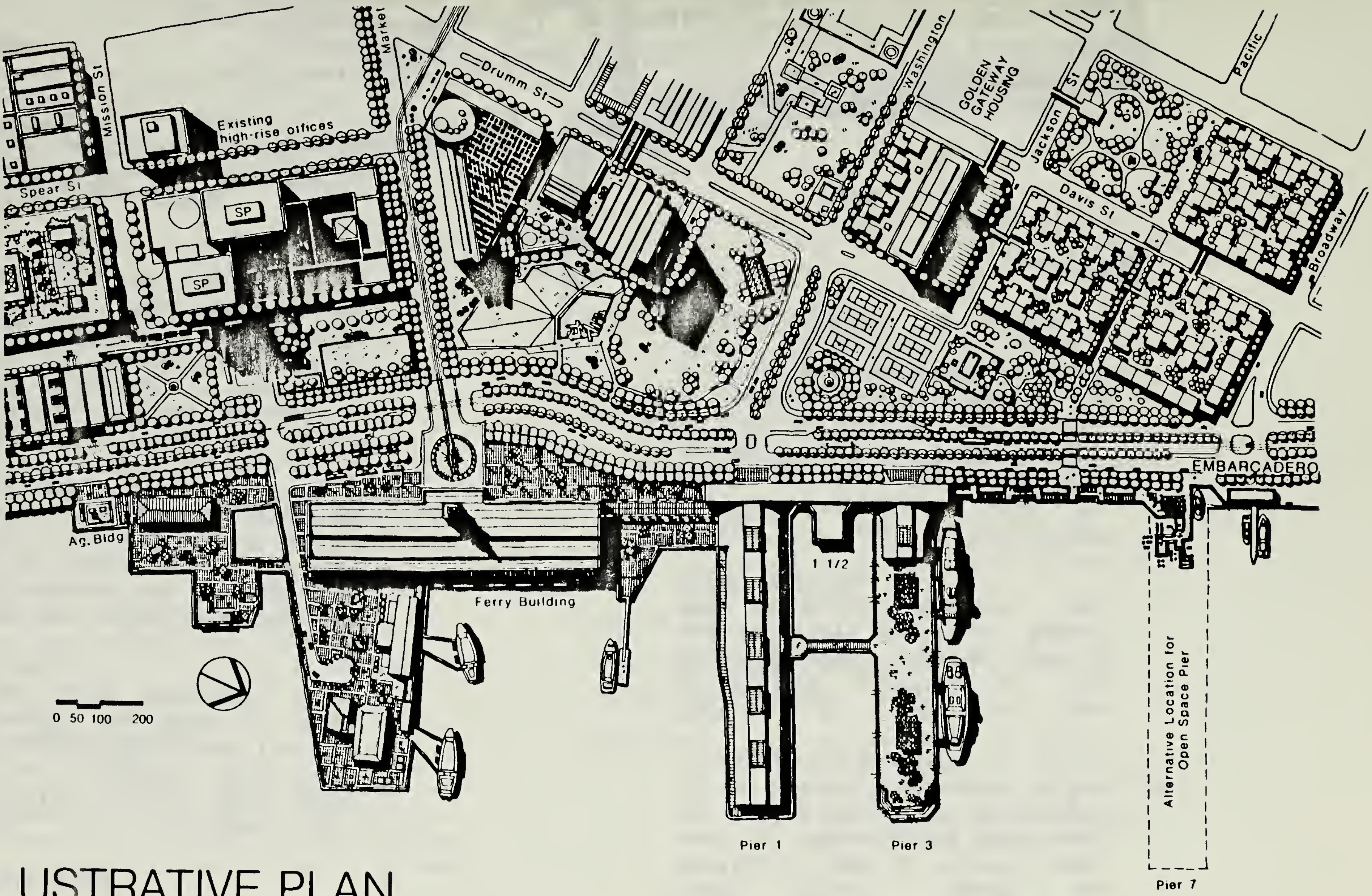
Policy 2: Permit mainly office use with galleria/exhibit space and permit minor commercial recreation use to integrate Pier 1 into the overall Ferry Building development.

PROMENADE

Policy 1: Develop a promenade from Piers 7 through 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade and where it will not block view corridors, use a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.

Policy 2: Develop according to the following program:

Promenade from Piers 7 through 1
  - approx. 50,000 s.f.


Mission St
Existing high-rise offices
Market
Drumm St
Washington
GOLDEN GATEWAY HOUSING
Jackson St
Davis St
Pacific
Broadway
Spear St
SP
SP
EMBARCADERO
Ag. Bldg
Ferry Building
1 1/2
Alternative Location for Open Space Pier
0 50 100 200
Pier 1
Pier 3
Pier 7

ILLUSTRATIVE PLAN

Ferry Building Area North

FERRY BUILDING

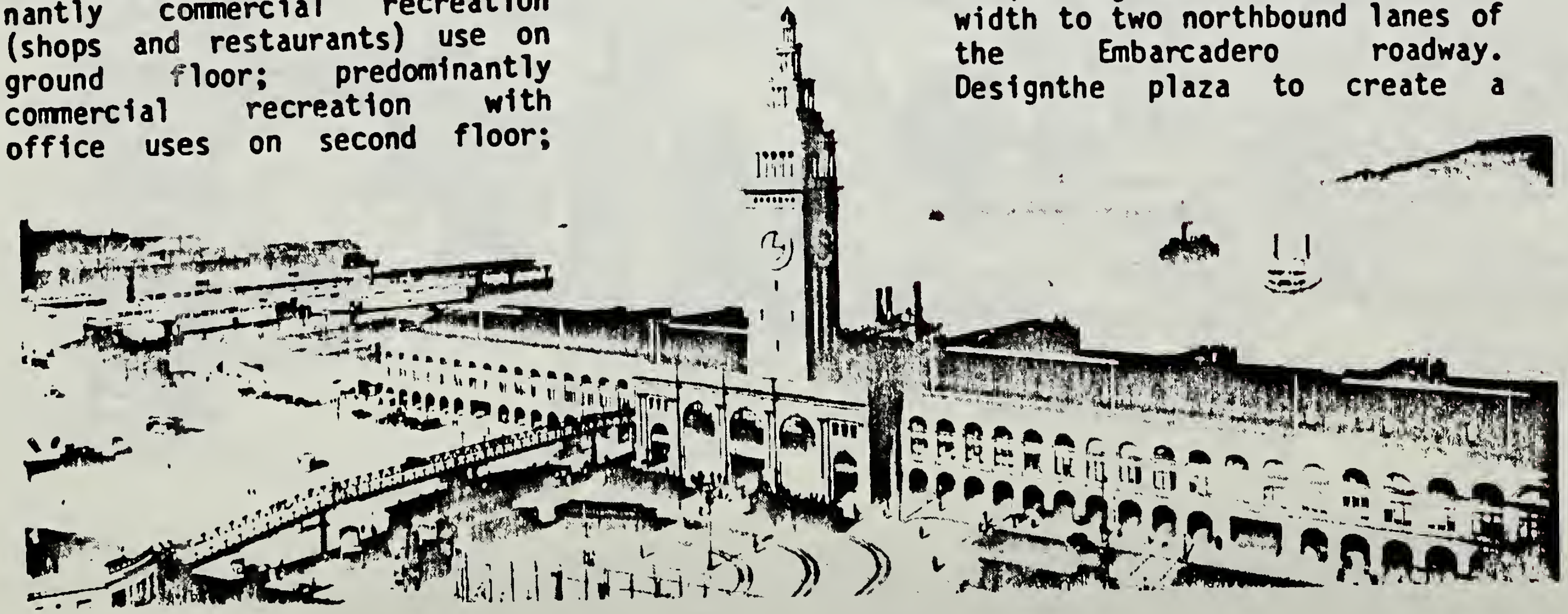
Policy 1: Restore and adaptively reuse the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building", dated July 1978.

Permit the addition of two new wings on the bay side of the building separated by a plaza. Create a central atrium and a galleria running the length of the building.

Policy 2: Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) use on ground floor; predominantly commercial recreation with office uses on second floor; predominantly office use on third floor. Permit an additional partial fourth floor east of the existing main nave for office use; limit its height to the height of the peak of the existing nave monitors.

Policy 3: Replace the dilapidated portions of the bulkhead wharf between Pier 1 and the Ferry Building. Remove the existing structure and create a plaza.

Policy 4: Create a plaza for passive recreation uses in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Designthe plaza to create a



visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop adjacent to the eastwest axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.

Policy 5: Impove pedestrian access through the Ferry Building between the Golden Gate Ferry terminal and The Embarcadero. Create a continuous walkway along the eastern side of the Ferry Building of approximately 10,000 to 20,000 square feet that is separate from service vehicle access.

Policy 6: Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistenet with the use of the Platform as open space, such as a cafe, outdoor dining and flower vendors. Retain the existing restaurant, plaza and ferry terminal. Relocate the existing ferry pier from between Pier 1 and Ferry Building to the south side of the BART platform.

AGRICULTURE BUILDING

Policy 1: Restore and adaptively reuse the Agriculture Building. Retain the original 1915 facades. Remove the 1918 addition and construct a new bay-side addition. Provide a galleria running the length of the building open at either end to connect with public outdoor spaces including tidal stairs adjacent to the Embarcadero Promenade. Permit the addition of a partial third floor, to be no higher, except for the galleria skylight, than three feet above the peak of the existing roof. Use the first floor as a food hall and the second and third floors as a dining club to be relocated from the Ferry Building. Create a continuous walkway at the eastern side of building at least 15 feet wide.

Policy 2: Remove the parking on the platform adjacent to the existing restaurant. Retain the existing restaurant.

FERRY BUILDING COMPLEX

Policy 1: Limit development of Pier One, the Ferry Building and the Agriculture Building as follows:

- All buildings - not to exceed 672,000 gross sq. ft.
- Total net rentable area of all buildings plus platform kiosks - not to exceed 509,500 sq. ft.

Uses by Type

Total office space not to exceed 309,500 net rentable sq. ft.

Restaurant	not to exceed 60,000 net rentable sq. ft. (excluding World Trade Club, Sinbad's,and Ferry Plaza restaurants and BART platform kiosks).

Retail	not to exceed 103,500 net rentable sq. ft.
World Trade Club	not to exceed 35,100 sq. ft.
BART platform kiosks	not to exceed 1,400 sq. ft.

- Office uses may replace allowable commercial recreation uses

Character of Commercial Recreation Uses

- The commercial recreation area of the Ferry Building Complex shall be dominated by a world trade theme which accentuates high quality retail merchandise and retail trade. The retail component shall consist primarily of international, cosmopolitan and showcase merchandise with an emphasis on designer, imported and unique specialty goods and services. The restaurant componenet shall consist of a limited number of restaurants of international flavor and quality cuisine. Within this overall orientation, goods and services shall be offered at a variety of price ranges within the economic reach of nearby office workers as well as residents of the city and Bay Area. The commercial recreation component shall not replicate other tourist areas of the city.

Uses by Building

-	Ferry Building	not to exceed approximately 247,000 net rentable sq. ft.
-	Agri-culture Building	not to exceed approximately 44,100 net rentable sq. ft.
-	Pier One	not to exceed approximately 218,000 net rentable sq. ft.

Open Space 326,000 sq. ft.

-	Usable Walkable public open space	not less than 228,000 sq. ft.
-	Other exterior open space	not less than 42,500 sq. ft.
-	Interior public gallerias and atrium	not less than 48,600 sq. ft.

Policy 2: Provide required shortterm parking for the Ferry Building Complex on an inland site within reasonable walking distance of the Ferry Building.

BETWEEN AGRICULTURE BUILDING AND PIER 24

Policy 1: Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade where it will not block view corridors. Plant a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

Policy 2: Maintain open water where dilapidated Piers 14 through 22 have been removed as a visual relief to the intensely developed Downtown. Allow a buoy system for transient mooring at minimum cost for approximately 50 boats and include a boat shuttle service.

Policy 3: Preserve and restore, and if no longer needed in its current use, adaptively reuse the Fire House at Pier 22 1/2.

PIER 24

Policy 1: Provide continuous perimeter pedestrian access around the watersides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop the open deck at the pier's eastern end at the Bay Bridge pylon for fishing. Install trash cans, benches, and lighting.

Policy 2: Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. Orient this development towards local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3. Permit in the shed the minimum amount of short-term parking necessary to serve uses at the pier until inland parking sites are available.

Policy 3: Develop according to the following program:

Public access-perimeter aprons
  - no less than 20,000 s.f.

Fishing plaza-east end of pier
  - no less than 20,000 s.f.

Mooring of up to two commercial recreation historic ships - see program for Pier 3 above

Within the 70,000 s.f. shed, a combination of some or all of the following:

Restaurant and bar
- up to 10,000 s.f.

Other uses as per above program
- up to 70,000 s.f.

Short-term ancillary parking
- up to 50,000 s.f.

Within the 30,000 s.f. bulkhead building between Piers 24 and 26:

Office
- up to 30,000 s.f.

Restaurant
- up to 5,000 s.f.

EAST STREET ROW

Policy: Retain and as needed rehabilitate the YMCA and adjacent hotel buildings. Historically restore the Audiffred Building for commercial use. Infill vacant sites with buildings of similar scale, character and use. Allow housing up to 110 dwelling units per acre as an alternative to office use on Lots 8 and 12 of this Block 3715.

RINCON ANNEX

Policy 1: Retain and restore as a historic landmark, the Rincon Annex Building, including the lobby and murals but excluding the loading docks. Adapt the building to new uses compatible with preservation. Consider re-use of the lobby as a local post office and/or museum and adapt the remainder of the building to a variety of commercial uses such as offices. If feasible, utilize the building's roof for a public garden and permit development of restaurants in the existing towers. Consider adding skylights compatible with the roof design and/or a new interior court.

Policy 2: Develop a predominantly residential mixed-use complex with lower floor offices and ground floor commercial support uses on the rear (southern) portion of the Rincon Block according to the following program:

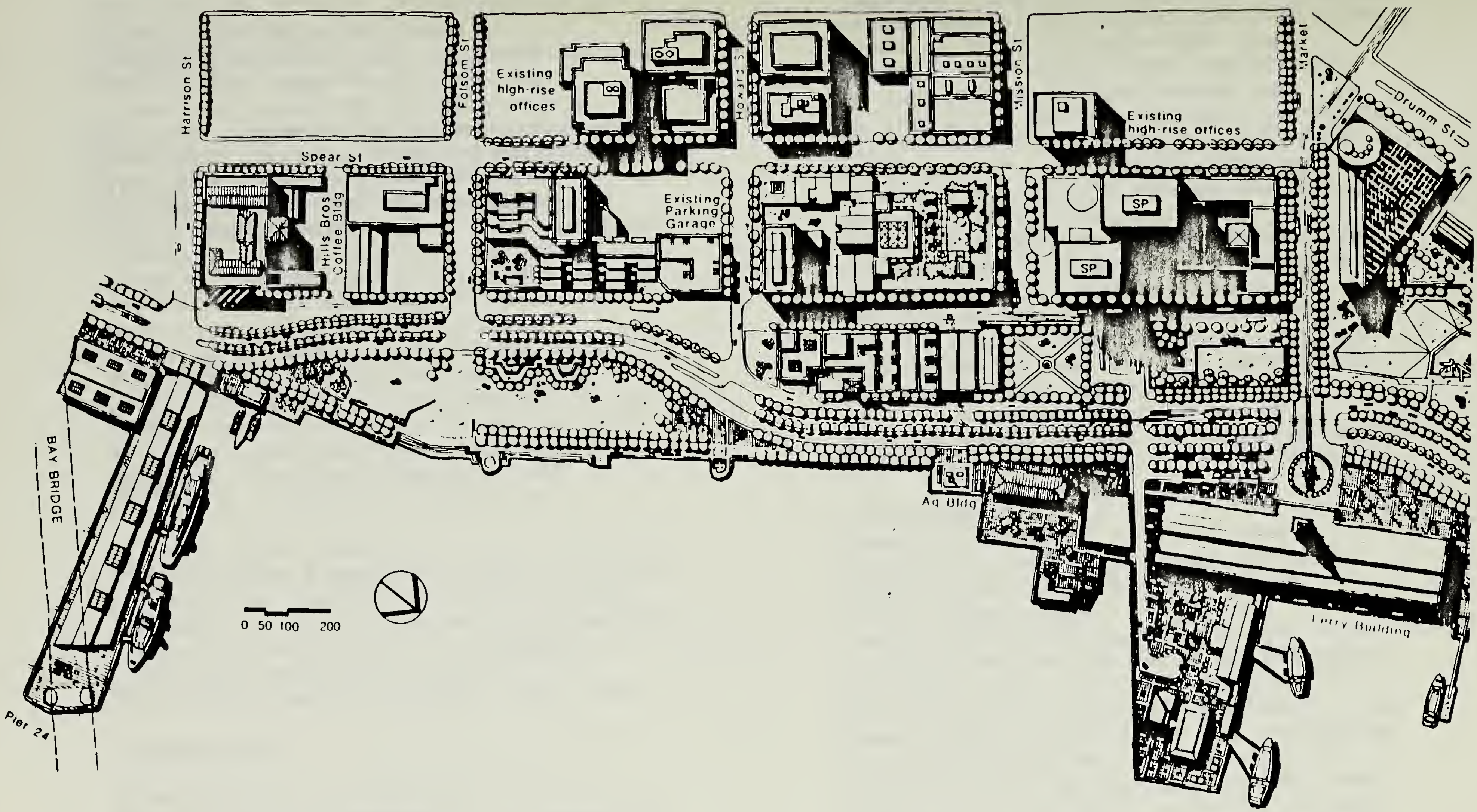
Housing
- approx. 400 units

Ancillary parking
- approx. 400 spaces

Lower floor office and ground floor commercial support
- approx. 35,000 s.f.

Design the new development with consideration for its historic environment and relationship to the East Street Row, Rincon Annex, the Ferry Building and Hills Brothers Coffee Building.

Policy 3: Close Steuart Street between Mission and Howard to through traffic.


Harrison St
Folsom St
Howard St
Mission St
Market
Drumm St
Existing high-rise offices
Existing high-rise offices
Spear St
Hills Bros Coffee Bldg
Existing Parking Garage
SP
SP
Ag Bldg
Ferry Building
BAY BRIDGE
Pier 24
0 50 100 200

ILLUSTRATIVE PLAN

Ferry Building Area South

HILLS BROTHERS COFFEE

Policy: Retain Hills Brothers Coffee facility in its current use as long as possible and accommodate its needs for truck access and parking.

BLOCK 3741

Policy 1: Develop a 400 to 800 room hotel complex. 98 Folsom may be removed if necessary to accommodate the hotel. Retain the existing height limits. In the alternative, develop housing with a density range of 150 to 300 units per acre.

Policy 2: Design the hotel to maximize views and sunlight and minimize wind exposure. Perform wind tunnel and sun studies prior to final design approval. Locate taller elements as far west and north as possible to reduce shading on waterfront open space. Locate elevator cores and service areas towards the Embarcadero Freeway to the greatest extent feasible to screen noise and minimize impacts on the rest of the complex and open spaces. If feasible, use roof surfaces for gardens, terraces, and balconies. Develop balconies to take advantage of views and break up the building's mass. Use light colors on the building exterior and encourage bright accents to liven surfaces.

INLAND SITE

Policy 1: Reroute the Embarcadero roadway onto Steuart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and on Blocks 3742 and 3743, build a public park adjacent to and inland of the promenade. Orient the park to the Bay and relate the park to the recreational preferences of residents rather than tourists. Provide large grassy open areas, a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

Policy 2: Allow up to 12,000 square feet of space on the inland site north of Folsom Street to be used for a "Tavern-on-the Green" type restaurant(s) and plaza. Design the restaurants to include opportunities for indoor and outdoor dancing and dining and for special events. Develop hard surface plaza areas and terraces which can vary in elevation adjacent to the restaurant(s) to create a variety of spaces and viewing experiences. Use landscaping and glass screens to protect from winds. If feasible, provide outdoor heating in selected areas to extend the seasonal and night-time comfortable usage of plazas. Encourage the restaurant(s) to expand their seating into portions of the plazas but ensure that the plazas do not become the sole territory of private establishments. Provide seating which does not exclusively require patronage to adjacent restaurants.

Policy 3: Change the Height and Bulk District on Block 3742 from 84-E to 40-X. Change the Height and Bulk District on the rest of the Inland Site to open space.

North China Basin Area

OBJECTIVE: TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR BOTH MARITIME AND RESIDENTIAL DEVELOPMENT.

Policies implementing this Objective are as follows:

PIERS 26-38

Policy: Continue Piers 26-38 in maritime use and provide auto, truck, and rail access as required to enhance their maritime utility.

BLOCKS 3766-3771

Policy 1: Develop intercept commuter parking for 400 to 800 cars on the southern part of Block 3767, under the Bay Bridge between Main, Bryant, and Beale Streets.

Policy 2: Preserve Hathaway's Warehouse and continue viable warehousing uses on Blocks 3768 and 3769 between Harrison, the Embarcadero, Bryant and Main Streets.

Policy 3: On Blocks 3770 and 3771 between Bryant, the Embarcadero, and Beale Streets, close Main Street and develop parking, truck, and rail access to support and enhance the maritime uses on adjacent Piers 26 through 38.

Policy 4: Limit the height of any structure built on the northwest corner of Bryant and Beale Streets (Block 3766, Lot 7) to 24 feet. Ensure that such structures have a low profile and subdued design and color so as not to detract from the dramatic appearance of the adjacent Bay Bridge abutment. Screen the building with generous landscaping, including tall trees behind the building along the bridge abutment to relate to the trees to the west of the site. Provide vehicular access to the site only from Beale Street.

PIERS 40-46A

Policy 1: Remove Piers 42, 44, 46A and the easternmost wooden portion of Pier 40.

Policy 2: Develop a small boat marina of approximately 400 slips for public pleasure craft from Pier 40 to Pier 46A.

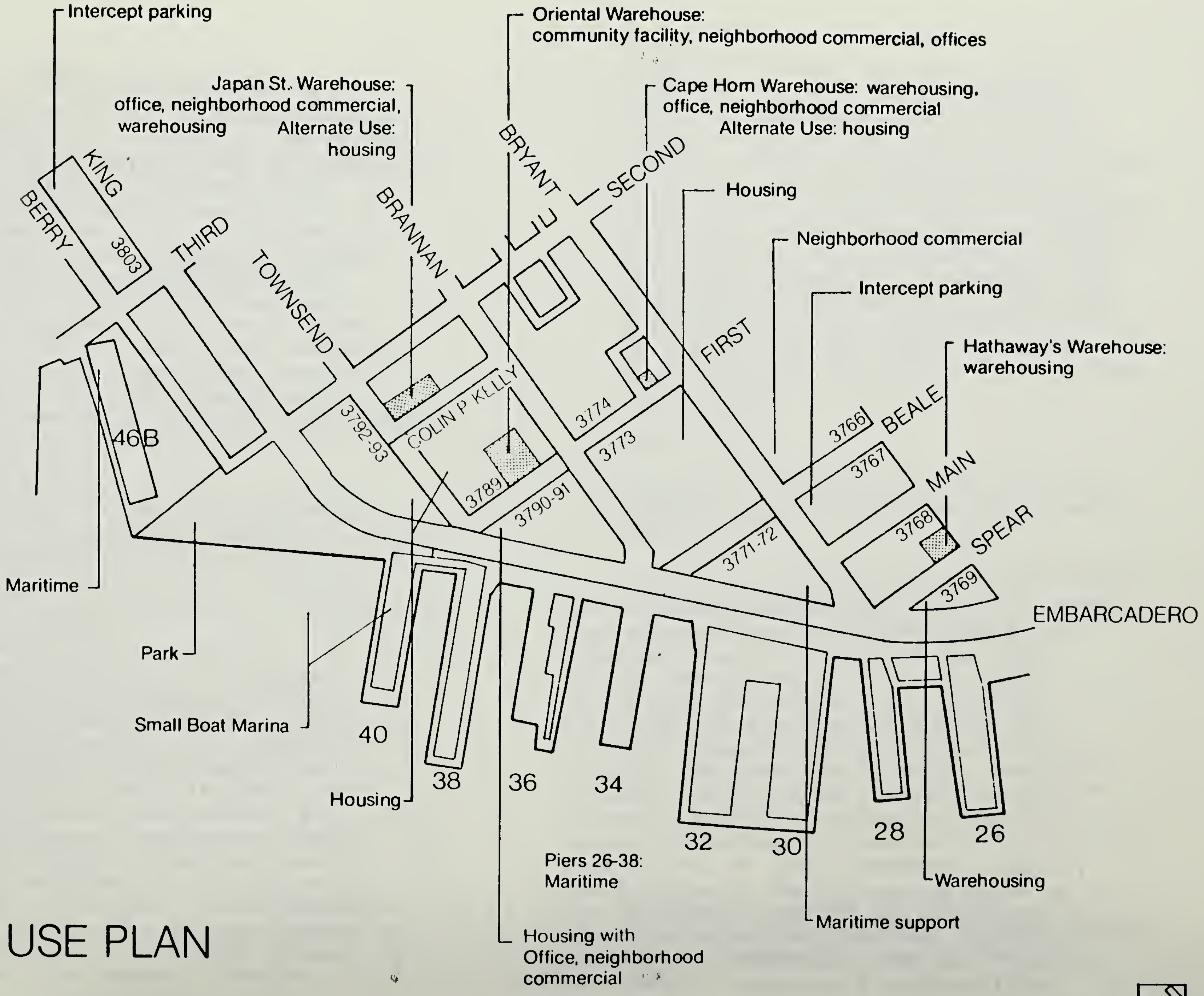
Policy 3: On Pier 40, provide a full range of services including boat building and repair facilities, day dock storage, sail maker, boat sales and rental, ship chandlery and other uses related to the marina. Construct a breakwater along the southern end of the marina and encourage fishing on it.

Policy 4: Design any new or rehabilitated buildings on Pier 40 to reflect the bold, simple lines of traditional pier sheds. Provide continuous peripheral public access along the water sides of the pier including sitting and fishing areas, except for portions of the pier which may remain in ship repair use and related activities, where such public access might conflict. Locate a prominent sitting area at the eastern end of the pier. Ensure that pier railings and other design elements be compatible with the promenade and breakwater design. Do not obstruct navigational requirements of major ships between Piers 38 and 40.

PUBLIC PARK

Policy 1: Between King and Second Streets and the Seawall, provide approximately five to seven acres of predominantly soft-surface park for recreational use.

Policy 2: Remove or relocate the ramp structure to Pier 46B as soon as feasible. Include areas for active sports such as volleyball and separate areas for passive activities such as sitting, game tables under shelter, and a tot lot. Include toilet and drinking facilities. Buffer the park from the Embarcadero with devices such as landscaping, berms, and changes in elevation. Provide for drop-off-parking to serve the Dolphin P. Rempp Restaurant. Allow a limited amount of parking with auto access from Second Street for the office building that may remain. Provide a hard-surface pedestrian promenade along the water's edge with opportunities for sitting and viewing. Connect the promenade to the peripheral public access areas on Pier 40 and to the breakwater. Permit pedestrian access to the marina only from the pier and breakwater and not directly from the park. Give special care to the location of a boat ramp. Prohibit commercial activities in the park but allow a limited amount of commercial recreation use incidental to and supportive of the open space. Provide promenade railings and other elements of a design compatible with the pier and breakwater.


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: housing
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
FIRST
BEALE
MAIN
SPEAR
EMBARCADERO
COLIN P KELLY
3792-93
3789
3790-91
3774
3773
3771-72
3766
3767
3768
3769
46B
40
38
36
34
32
30
28
26
Maritime
Park
Small Boat Marina
Housing
Piers 26-38: Maritime
Housing with Office, neighborhood commercial
Maritime support
Warehousing
0 200 6

LAND USE PLAN

North China Basin Area

RESIDENTIAL NEIGHBORHOOD

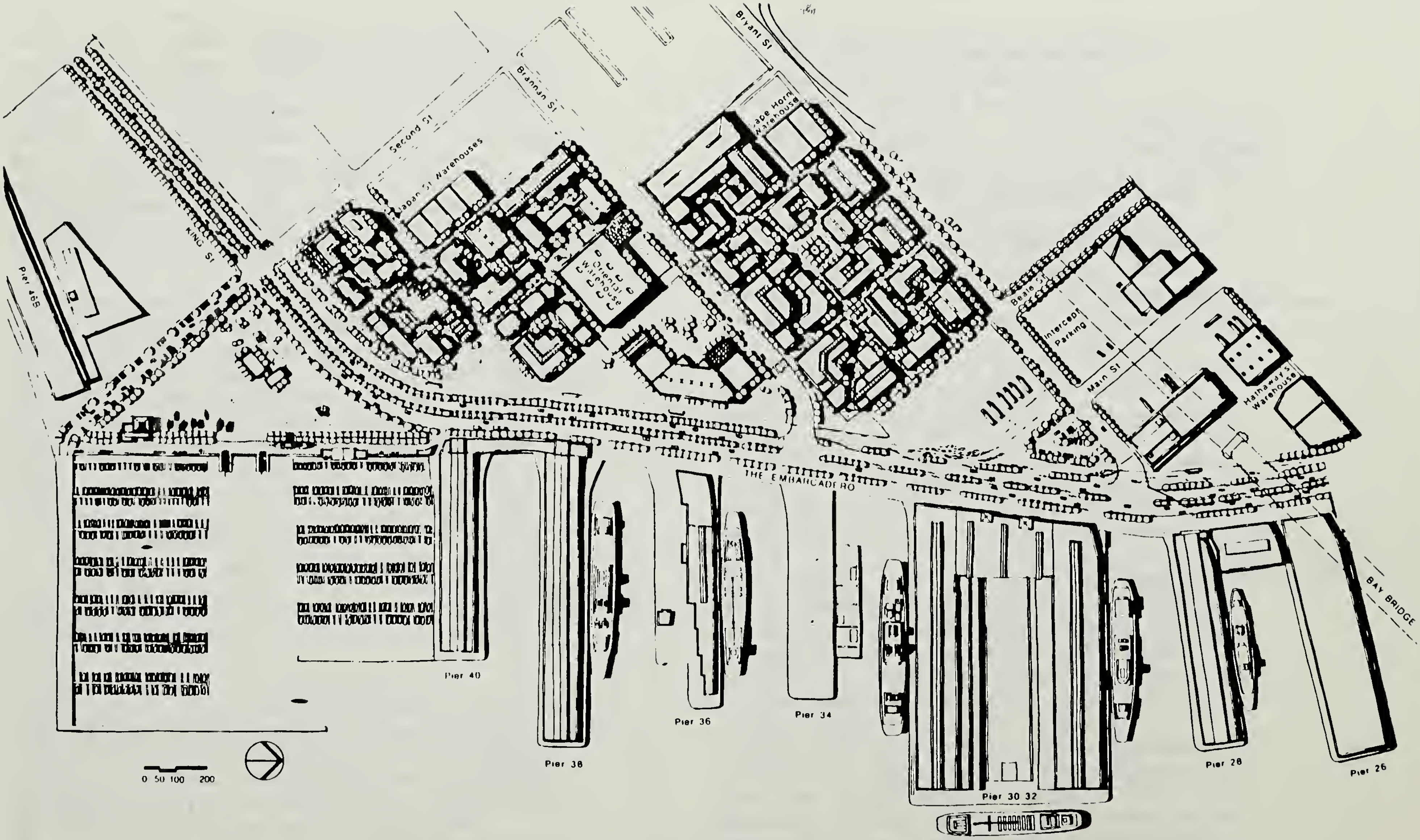
Policy 1: Develop mixed-income housing at an overall density of approximately 85 to 95 units per acre with the minimum density being 40 units per acre and the maximum density being 110 units per acre, with appropriate open space and neighborhood support uses on Blocks 3773, 3792, 3793 and portions of Blocks 3774 and 3789.

Policy 2: Develop housing in small clusters of 100 to 200 units. Provide a range of building heights between 4 to 9 stories with no more than 40 feet in height along the Embarcadero and stepping up in height on the more inland portions to the maximum of 105 feet. Orient the mix of unit types to one and two bedrooms and include some three and four bedroom units. Pursue as the income and tenure goals, a mix of 20 percent low, 30 percent moderate and 50 percent middle and upper income, and a mix of rental, cooperative, and condominium units.

Policy 3: Organize the housing clusters to maximize views to the water and downtown as well as sun exposure while minimizing shading of open space and blocking of views from adjacent areas. To the extent feasible, locate family units on ground floor levels adjacent to open space and recreational areas. Provide personalized entryways and private open space to all units. Orient the buildings to provide privacy and security.

Policy 4: Design the structures and dwelling units to express character and diversity. Incorporate high standards of indoor and outdoor private space design and convenience and use high quality materials. Express a human scale in surfaces and materials with articulated facades, bay windows, cornice lines, roofscapes, overhangs, towers and chimneys. Use varied light colors to break up building mass and liven surfaces. Design the housing complex to be energy efficient, and consider the use of passive solar systems.

Policy 5: Incorporate most parking as part of the building within housing clusters. Because garages may be only a half level below grade due to the high water table, landscape or buffer exposed garage edges. Locate residences above parking structures to stabilize them and minimize differential settlement. To the extent feasible, improve the portions of the garage roof not covered by structures for walkways and recreation areas. Use tree wells to allow large trees to grow within residential clusters. Design parking structures to have controlled vehicular access points and direct access to residential units for increased security. Provide additional guest and service parking for the residential units in street rights-of-way or adjacent to the clusters.


Bryant St
Brannan St
Second St
Japan St Warehouses
Cape Horn Warehouse
Oriental Warehouse
Beale St
Intercept Parking
Main St
Hathaway's Warehouse
King St
Pier 46B
THE EMBARCADERO
Pier 40
Pier 38
Pier 36
Pier 34
Pier 30 32
Pier 28
Pier 26
BAY BRIDGE
0 50 100 200

ILLUSTRATIVE PLAN

North China Basin Area

Policy 6: Do not permit buildings to exceed 65 percent coverage of land or parking podium. To the maximum extent feasible, provide open space at ground level and provide planting in the ground. Ensure that any open space on top of a podium provides easy pedestrian and visual transition from the sidewalk.

HOUSING WITH NEIGHBORHOOD COMMERCIAL

Policy 1: Develop housing on Blocks 3790 and 3791 between Brannan, the Embarcadero, and First Street. In addition, allow neighborhood retail, professional services and other commercial uses oriented to the needs of residents of the adjacent housing and the larger South of Market area.

Policy 2: Orient buildings to buffer the residential area from the adjacent ship repair activity. Design structures to protect views of the water from the residential areas. Carefully consider roof design and conceal roof equipment because of its visibility from adjacent residences. Landscape flat roofs and finish sloped roofs in attractive materials. Allow exposed parking only if the parking areas are extensively landscaped. Consider the use of turf block instead of asphalt paving.

HISTORIC PRESERVATION

Policy 1: Retain and historically restore for adaptive reuse the Cape Horn and Japan Street warehouses and allow small scale offices, neighborhood commercial and warehousing uses. Keep in industrial use that portion of Block 3774, Lot 24 which is needed to expand the manufacturing operation of the abutting industrial activity. If Lot 24 remains in industrial use, the structure on Lot 18 may remain and be used for warehousing. As an alternate use, develop the sites of the Capehorn and Japan Street warehouses with housing provided that, to the maximum extent feasible, the street-facing facades of the existing structures are incorporated in the new development.

Policy 2: Historically restore the Oriental Warehouse as the focal point of the residential community; include a combination of such uses as day care, recreation, and neighborhood services, professional offices and shopping. Remove the building to the north along the line of Brannan Street to enhance the form and visibility of the warehouse. Maintain the exterior facade and remove those windows that have been added without regard to the general exterior. Preserve portions of the existing paving as a public plaza and setting for the warehouse and remove unused spur tracks.

WALKWAYS AND OPEN SPACE

Policy 1: Close the following streets completely: Berry between Second and the Embarcadero, the Embarcadero south of King, Main south of Bryant and Fremont south of Brannan. Close the following streets to through traffic, improve them as walkways and allow only limited local and service vehicle access: Townsend between Second and the Embarcadero, Colin P. Kelly Jr. between Townsend and Brannan, First between Brannan and the Embarcadero, Beale between Bryant and Brannan, and Second between King and Berry Streets.

Policy 2: Develop a major plaza next to the Oriental Warehouse which is centrally located, and connect it to smaller open spaces within the proposed neighborhood. Have walkways open onto small plazas to create intimacy and spatial definition and orient them to be protected from winds. Enhance the feeling of outdoor security through use of lighting, walkways design, ingress and egress points and good surveillance by building orientation.

PIER 46B

Policy: Retain the Pier 46B area for a Port maintenance facility and other maritime uses. If no longer needed by the Port for maritime use develop as a predominantly residential, mixed use development and include parking for the adjacent marina.

INTERCEPT PARKING

Policy: Develop intercept commute parking for 400 to 800 cars on part of Block 3803 under the stub end of Interstate-280 between Third, Berry, Fourth, and King Streets.

Embarcadero Corridor

OBJECTIVE: TO IMPROVE THE EMBARCADERO CORRIDOR IN ORDER TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS, ENHANCE PUBLIC ACCESS TO AND ALONG THE WATER, AND TO ELIMINATE THE BLIGHTING INFLUENCE OF THE ELEVATED FREEWAY STRUCTURE.

Policies implementing this Objective are as follows:

EMBARCADERO ROADWAY

Policy 1: Realign the Embarcadero roadway between Broadway and Berry Street as follows:

a. Widen the sidewalks in front of Ferry Building to create a major plaza as an appropriate terminus to Market Street. When the freeway is removed reroute the roadway inland to increase the plaza size.

b. Reroute the roadway inland to Steuart Street from Howard to Harrison Streets to reduce its impact on the waterfront and to create opportunities for water-related activities.

c. Divert roadway traffic from Berry to King Streets to create opportunities for future water-related uses and to provide a direct transit link to the Southern Pacific Depot. Close Berry east of Second Street and the Embarcadero roadway south of King Street.

Policy 2: Improve the Embarcadero Roadway as follows:

a. Provide two lanes each for southbound and northbound traffic with right and left turn channelization at selected intersections.

b. Include an exclusive right-of-way for transit and freight rail service within the roadway cross-section.

c. Provide a promenade for pedestrians, joggers and bicyclists along the water side of the roadway.

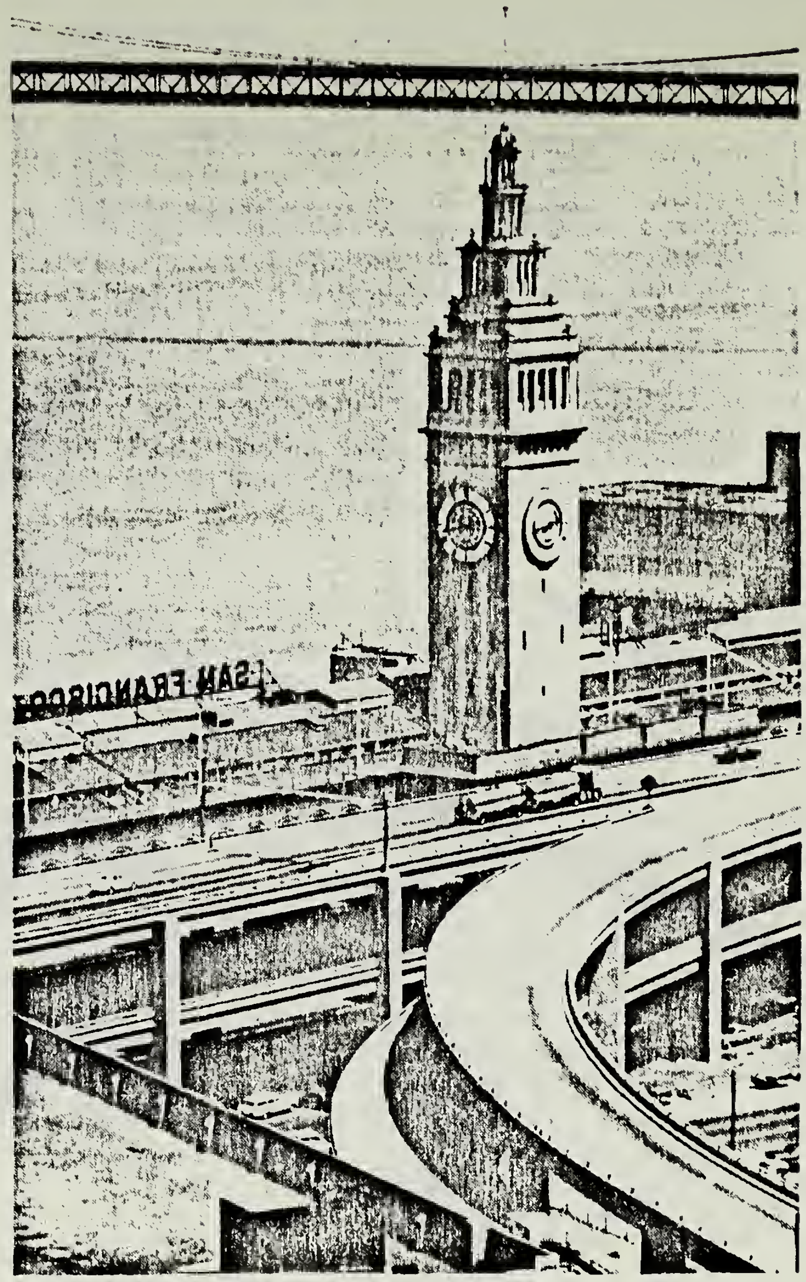
d. Provide signalized pedestrian crossings, integrated with transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second, and Fourth Streets. Establish traffic signals and speed limits which give priority to pedestrian movement across the Embarcadero roadway.

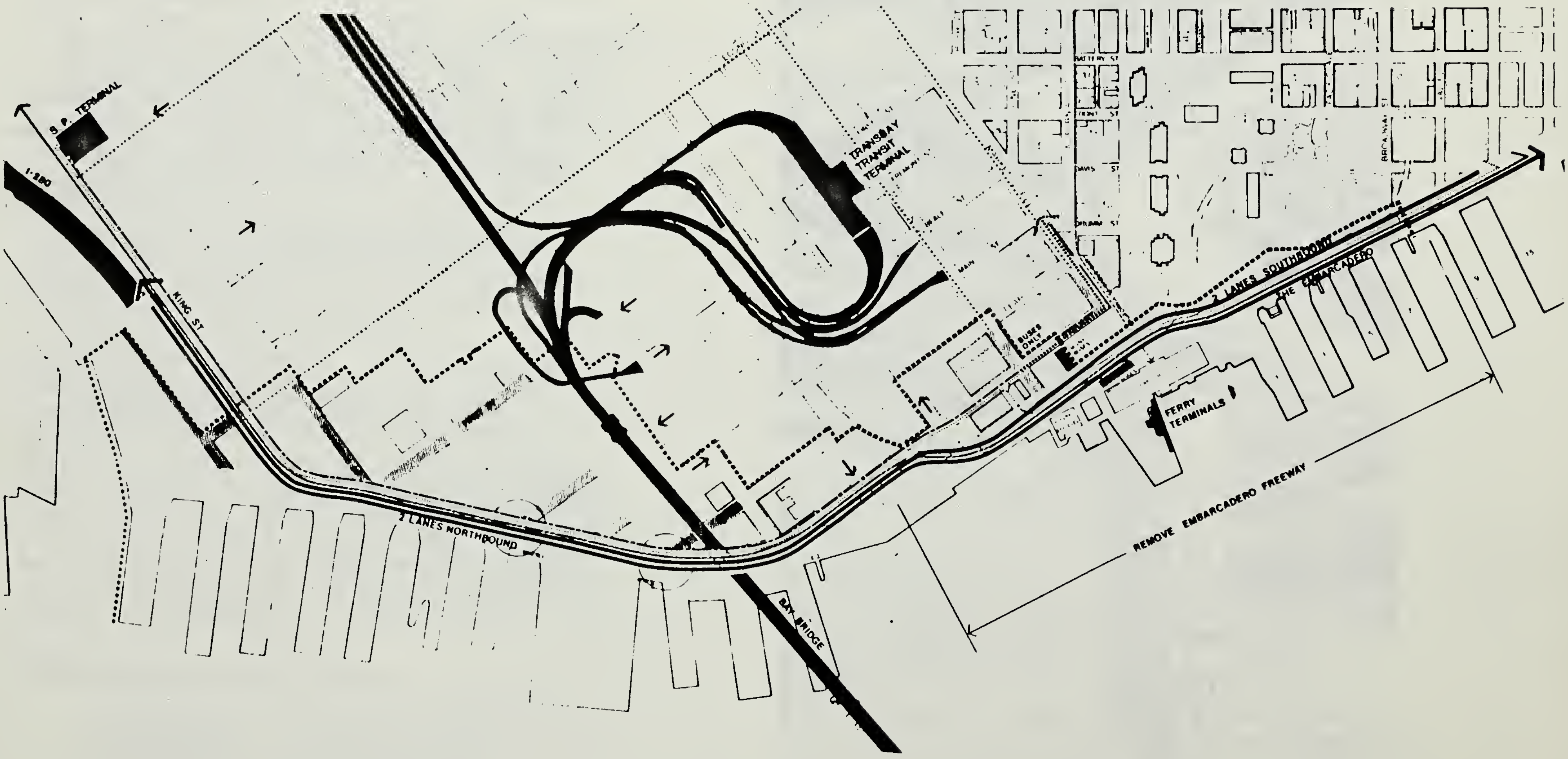
e. Light the roadway with the same ornamental fixtures presently found along the Embarcadero. Lighting levels should be sufficient for public safety while avoiding unnecessary glare. Plant a generally continuous row of large street trees with an irrigation system along the right-of-way, transitway and promenade.

EMBARCADERO FREEWAY

Policy 1: Remove the Embarcadero Freeway from Interstate-80 to Broadway, retaining only the bus ramps into the Transbay Terminal and the Main-Beale off-ramps. To prevent the Embarcadero from becoming a major regional traffic corridor and to free major parcels of land for more effective development and increased open space, do not permit direct ramps into the Embarcadero roadway.

Policy 2: If the elevated freeway cannot be removed in the near future, employ the following techniques for improving its appearance, reducing its impact and modifying its image as a barrier to the waterfront. Mitigate its visual bulk by heavy planting and mounding. Expand the vines which are growing on the freeway columns near the Ferry Building, so that the structure is covered in greenery. Plant a dense row of sycamore and poplar trees near the freeway to break




S.P. TERMINAL
I-280
KING ST
TRANSBAY TRANSIT TERMINAL
BATTERY ST
FRONT ST
DAVIS ST
DRUMM ST
BROADWAY ST
MAIN ST
BEALE ST
BUSES ONLY
FERRY TERMINALS
2 LANES SOUTHBOUND
THE EMBARCADERO
2 LANES NORTHBOUND
BAY BRIDGE
REMOVE EMBARCADERO FREEWAY
EMBARCADERO ROADWAY
MUNI-METRO LIGHT RAIL VEHICLE
"E" PASSENGER RAIL LINE
FREIGHT RAIL (BELTLINE)
TRANSIT PREFERENTIAL STREET
ONE WAY STREETS
FREEWAY
TERMINAL
CABLE CAR
CLOSED TO THROUGH TRAFFIC
IMPROVED INTERSECTION DESIGN
Scale in Feet
100
200
400
600

TRANSPORTATION PLAN

up the massive visual effect. Mitigate noise impacts by applying acoustical material to the underside of the first and second levels and use double paned glass between the two levels in problem areas near the Agricultural Building, Ferry Building, and YMCA. Improve its appearance in the most visually impacted areas, particularly at Broadway, Market and Howard Streets. Remove parking under the freeway to reduce its physical impact and improve the pedestrian environment. Program activities under the structure on a seasonal basis to further modify its image as a physical barrier to the waterfront.

FREIGHT RAIL LINE

Policy 1: North of Howard Street, locate the Beltline in the Embarcadero transit median and share tracks with the Embarcadero transit line.

Policy 2: From Howard Street, relocate the Beltline Railroad to Steuart Street to reduce its impact on the waterfront and create water-related activities.

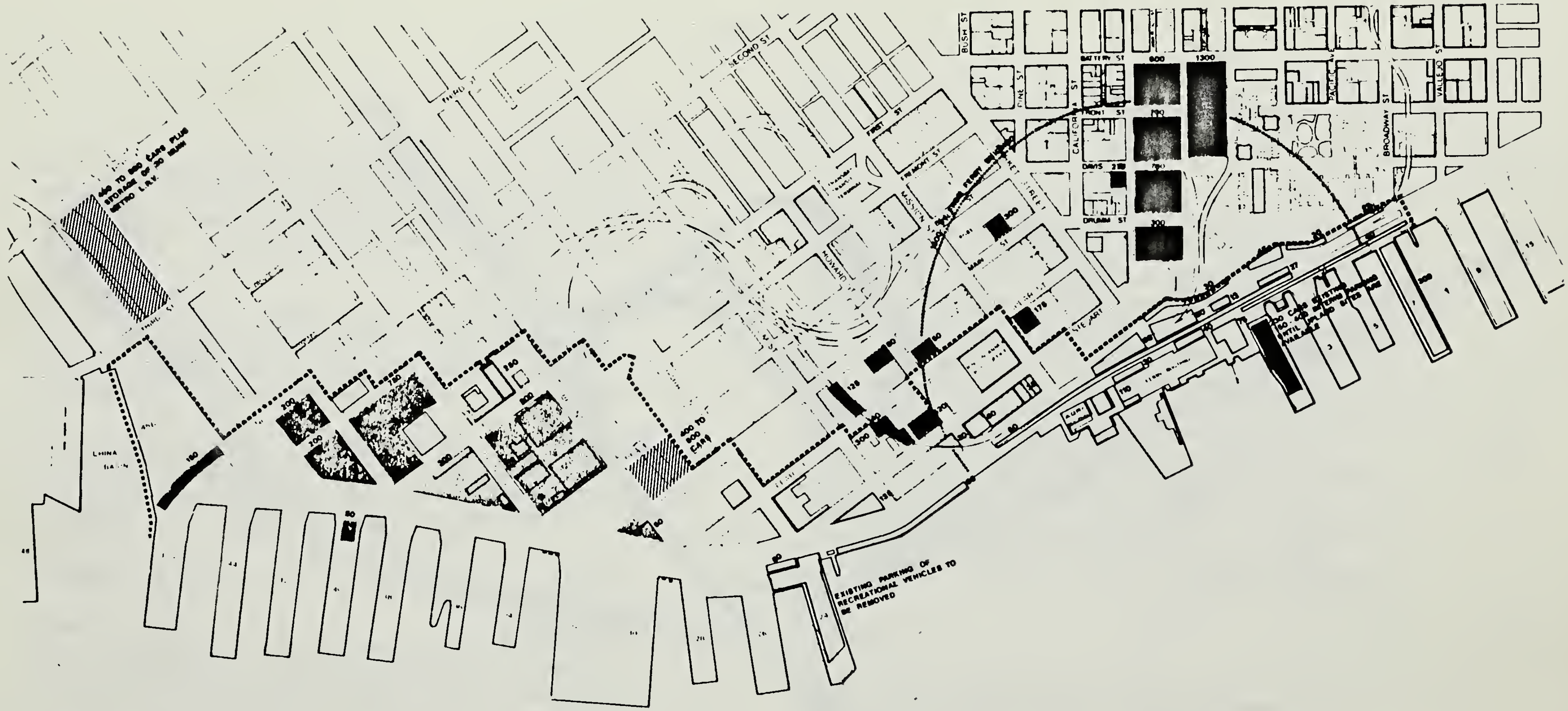
Policy 3: Between Harrison Street and Pier 38, keep the Beltline in its present location along the inland side of the Embarcadero roadway.

Policy 4: South of Pier 38 continue the Beltline on its own track but run it in a center median along King Street.

Policy 5: Maintain spur tracks to Piers 26, 28, 30 and 32 from locations on the inland side of the roadway to serve maritime use. Separate the roadway from the piers south of the Bay Bridge with a wide truck access area. Provide rail storage and additional truck parking for maritime piers on Blocks 3771 and 3772.

TRANSIT

Policy 1: Build a rail transit system to operate on the median dual track transitway (the Embarcadero "E" line) from Fort Mason to the Southern Pacific Depot. The vehicle should be historic in character in order to provide a special waterfront transit identity. Make the system compatible with Beltline freight operations and compatible with the Muni-Metro light rail vehicles proposed to use the break-out from subway service at Steuart Street. Provide dual tracks to be shared by the light rail and E-line cars between Howard Street and the Southern Pacific Depot.


BUSH ST
BATTERY ST
PINE ST
CALIFORNIA ST
FRONT ST
DAVIS ST
DRUMM ST
PACIFIC AVE
BROADWAY ST
VALLEJO ST
MARKET STREET
FIRST ST
FREMONT ST
SECOND ST
THIRD ST
MISSION ST
HOWARD ST
MAIN ST
SPEAR ST
STEUART
KING ST
CHINA BASIN
800
1300
700
750
300
210
170
50
120
20
30
27
13
110
80
300
200
200
750
250
300
180
50
400 TO 800 CARS
400 TO 800 CARS PLUS STORAGE OF 30 MUNI METRO L.R.V.
200 CARS EXISTING 150-400 INTERIM PARKING UNTIL UPLAND SITES ARE AVAILABLE
EXISTING PARKING OF RECREATIONAL VEHICLES TO BE REMOVED
Scale in Feet
0
100
200
400
800

▭ ACCESSORY TO SERVE NEW USES

■ INTERIM ACCESSORY UNTIL UPLAND SITES AVAILABLE

▨ INTERCEPT

■ EXISTING TO REMAIN

▭ EXISTING TO BE REMOVED

40 NUMBER OF SPACES

PARKING PLAN

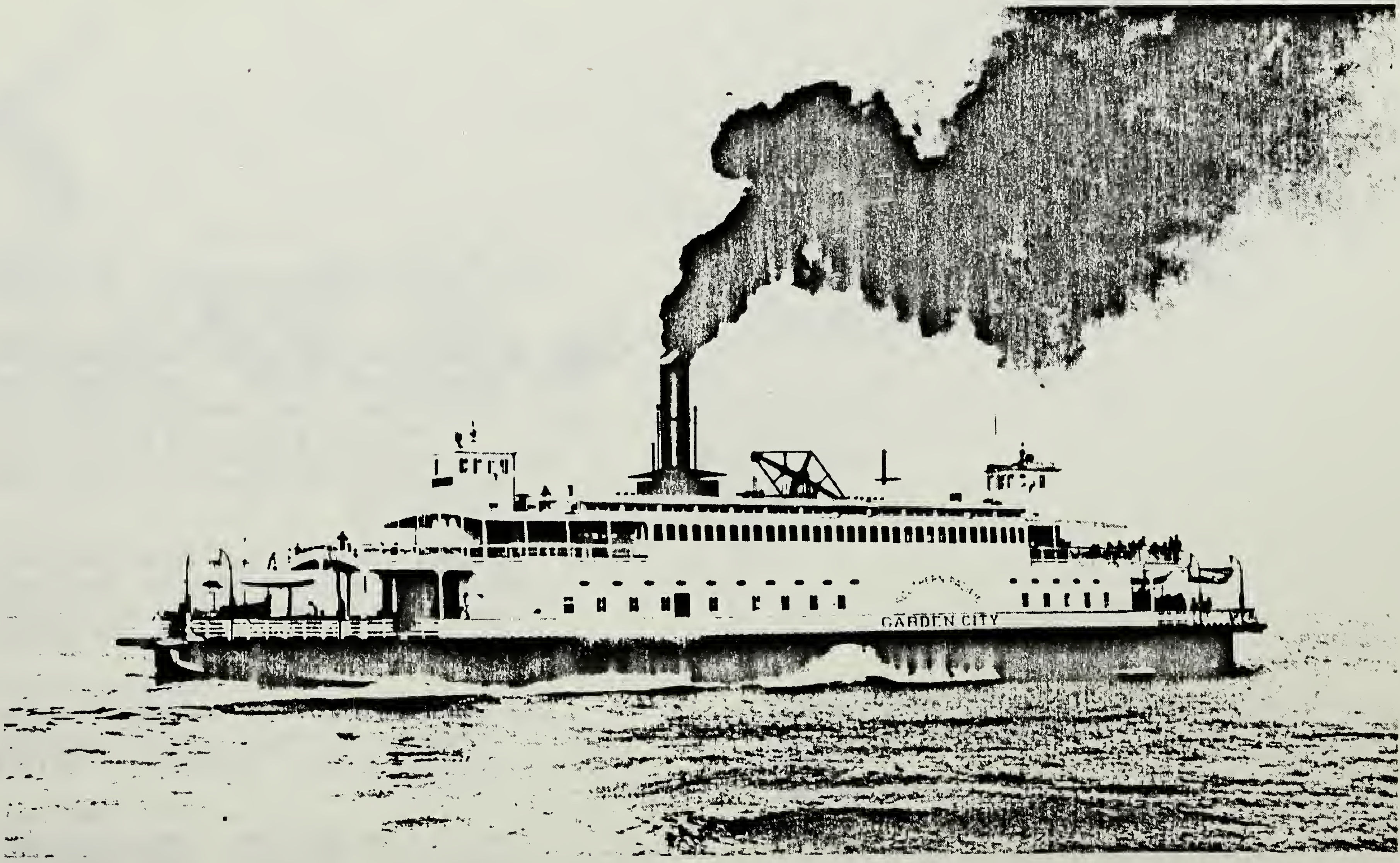
Policy 2: Provide a storage facility for E-line vehicles under the stub end of the Interstate-280 freeway near King and Fourth Streets, in a small portion of the area proposed as an intercept parking lot.

Policy 3: Provide transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second and Fourth Streets.

Policy 4: Ensure convenient pedestrian connections between the intercept parking garages (on Blocks 3767 and 3803) and the rail transit stops.

Policy 5: If found to be feasible after further analysis, extend certain trolley and bus lines and the California Street Cable Car to the Ferry Building. Facilitate pedestrian movement from Justin Herman Plaza to the Ferry Building.

Policy 6: Prohibit heliports or STOL ports.


GARDEN CITY

SAN FRANCISCO MASTER PLAN

CENTRAL WATERFRONT

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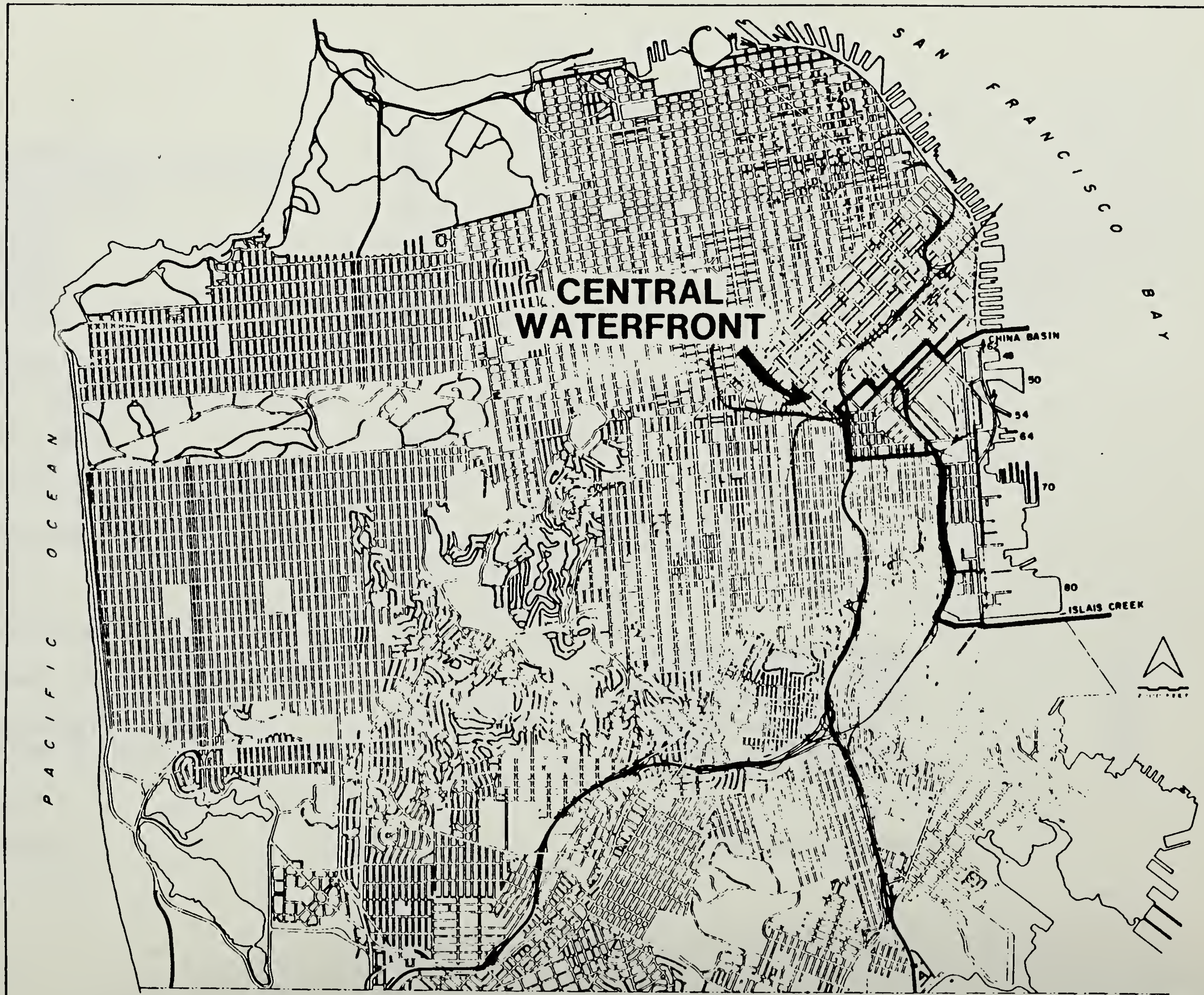
SAN FRANCISCO BAY
CENTRAL WATERFRONT
CHINA BASIN
42
48
50
54
64
70
80
ISLAIS CREEK
PACIFIC OCEAN

INTRODUCTION

A. Purpose

The purpose of this Plan is to guide the future development of the Central Waterfront in a manner serving the varying needs and interests of San Francisco. The Plan establishes goals, objectives and policies providing direction for private and public investment in the area. It calls for development that will meet the City's pressing economic and employment needs without sacrificing environmental quality. The Plan will become an element of the San Francisco Comprehensive Plan and will set the official planning policies for the area.

The Central Waterfront Plan is designed for use by private enterprise, City government, and the general citizenry. By providing a consolidated statement on the future of the Central Waterfront, the Plan indicates to private enterprise what kind of development is being sought and what type of City support can be expected. The Plan presents a key coordinating tool for government programs involving capital projects and improvement proposals, and will also be used for evaluating any potential use of City-owned property. The Plan additionally conveys to the citizenry a statement of community needs and aspirations and of how the development of the Central Waterfront will assist in satisfying these.

B. Relation to the Comprehensive Plan

The updating and revision of the City's Comprehensive Plan as mandated by the City Charter has resulted in the adoption of numerous plan elements over the last decade. One of these, the Commerce and Industry element, was adopted by the City Planning Commission in June, 1978. This element sets forth the planning principles to be applied in shaping the economic future of the City.

A critical issue addressed in the Commerce and Industry element concerns the changing structure of the San Francisco economy. The once strong industrial component has declined and given way to the rapidly expanding office and commercial sectors. This structural shift in the local economy is mirrored in the changing composition of the labor force employed in the City as white collar professionals, many of them commuters, are replacing blue collar workers, who are often City residents.

Problems arising from this changing economic function of the City are becoming increasingly apparent. There is the danger stemming from overreliance on a limited number of economic sectors to provide jobs, especially during recessionary periods. The ability and speed with which resident workers can adjust to the job requirements of white collar employment remains uncertain. The daily influx of several hundred thousand commuters has adverse effects on air quality, traffic congestion, parking, and the demand for scarce public services. The character of San Francisco neighborhoods is also being altered. White collar professionals seeking living quarters are pushing up the price of housing and their spending patterns are leading to changes in the type of goods and services offered on neighborhood commercial streets.

The above factors were considered in arriving at the objectives in the Commerce and Industry element strongly favoring the diversification of San Francisco's economic base and the improvement of the industrial and maritime sectors. The implementation program for the element calls for the preparation of industrial district improvement plans as a means of realizing these objectives.[1] The Central Waterfront Plan represents a step toward fulfilling this task.

The Central Waterfront Plan emphasizes maritime and economic development policies, while at the same time establishing policies regarding transportation, housing, recreation, and urban design. The formulation of these policies is based on the existing policies established respectively in the Transportation, Residence, Recreation and Open Space, and Urban Design elements of the Comprehensive Plan.

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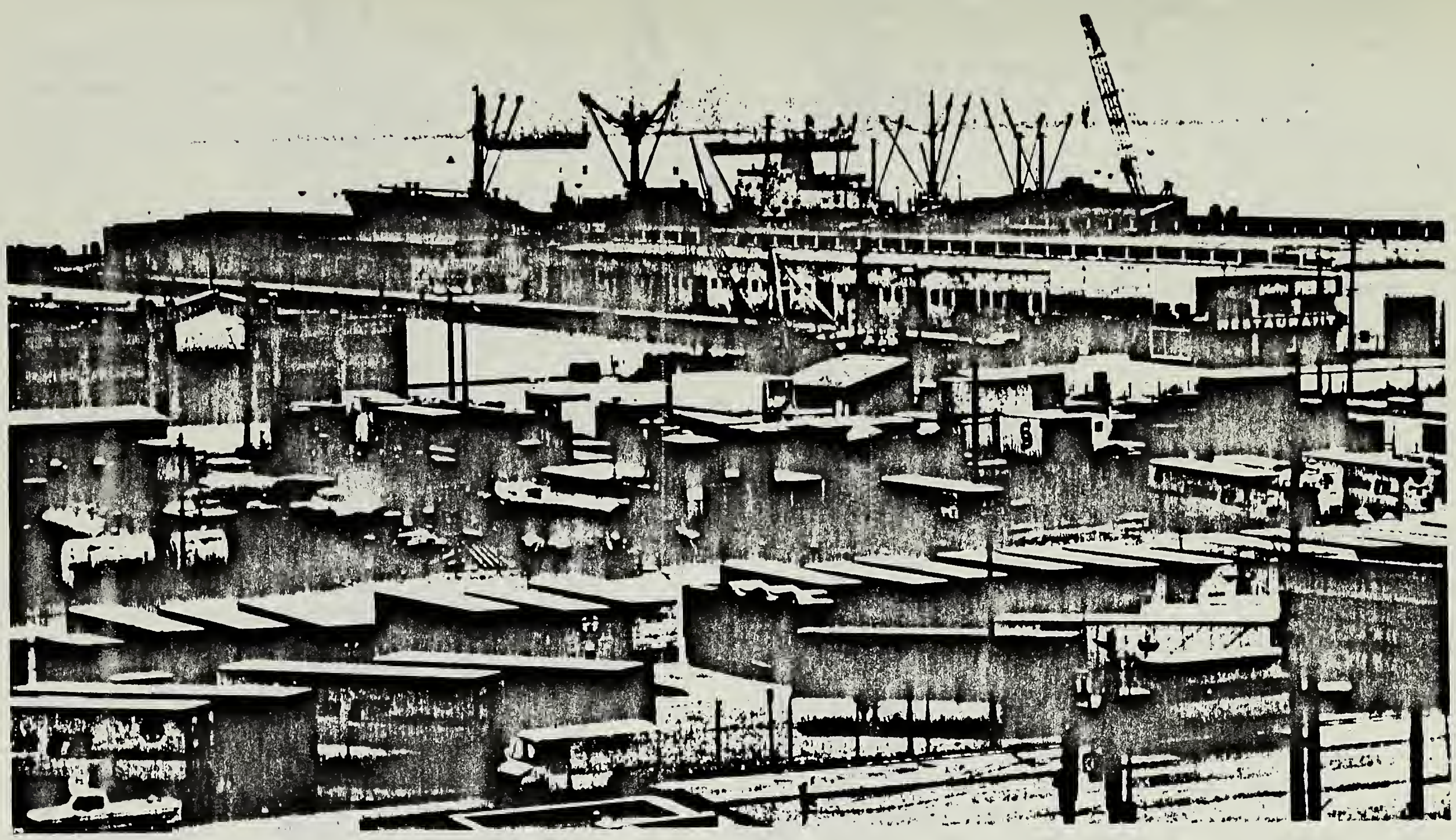
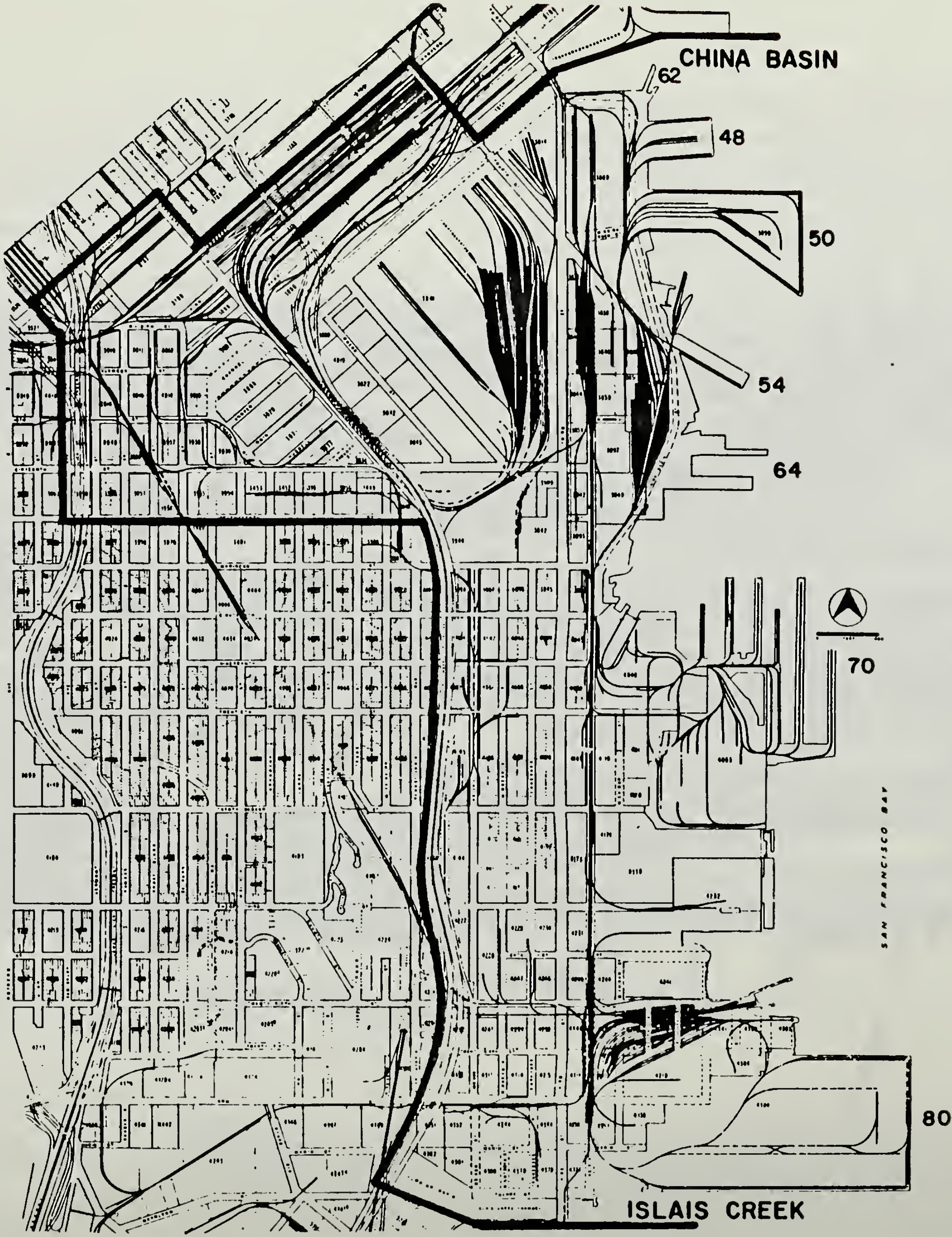
[1] San Francisco Department of City Planning Commerce and Industry - Strategy and Programs, August 1977.




CHINA BASIN
62
48
50
54
64
70
SAN FRANCISCO BAY
80
ISLAIS CREEK

BACKGROUND

A. Description

The Central Waterfront covers the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The land area totals 900 acres or 1.4 square miles.

Industrial uses dominate the Central Waterfront; however, much of the industrial activity takes the form of low intensity distribution functions such as wholesaling and storage. Rail yards consume approximately one-third of the land. Trucking and warehousing facilities are present on the rail property as part of the railroad's intermodal operations. Manufacturing activity is limited and generally declining, though several manufacturers remain healthy. Some industrial buildings have been salvaged through commercial reuse. A major design center is emerging in the northwest section of the area and is being developed through the conversion of brick warehouses to showrooms for interior design products.

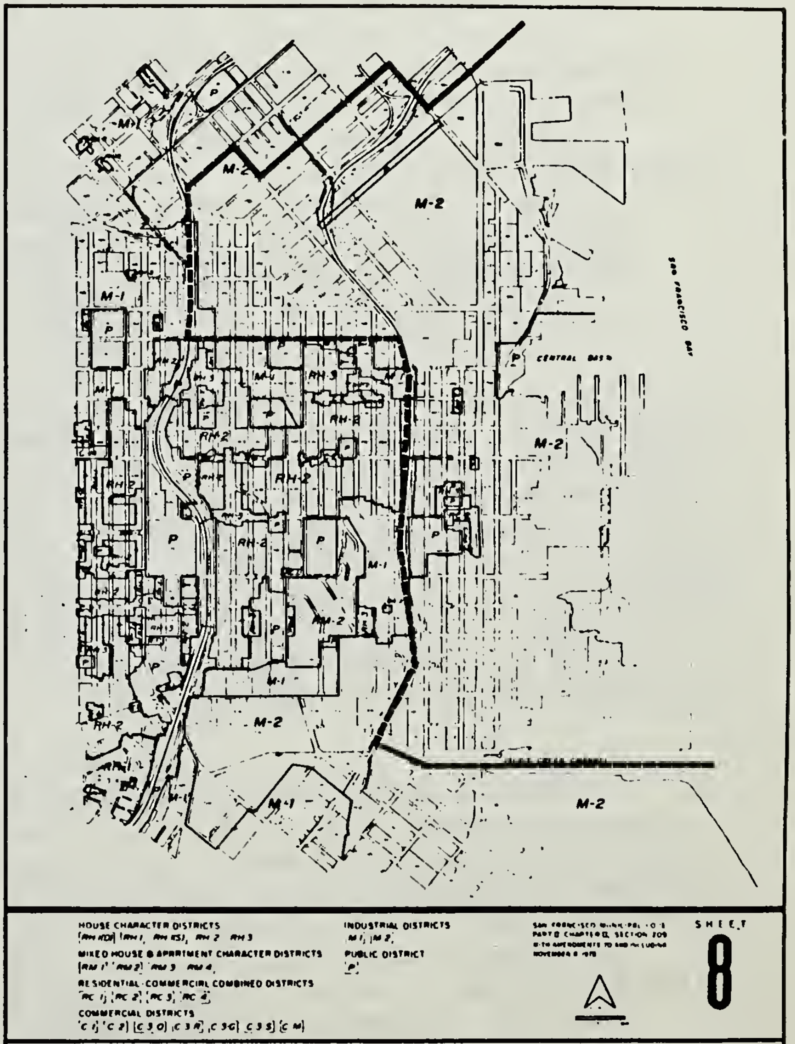
The Port of San Francisco has jurisdiction over the shoreline of the Central Waterfront area. Current maritime activities within this area include: Pier 48-Forrest Terminals Paper dock, Pier 50 break bulk general cargo dock, Pier 54 San Francisco welding/ship repair facility, Pier 70 (Alvord Grant) auto terminal and fuel dock, Pier 80 Army Street Terminal-combination general cargo dock, and Pier 84-Cargil Copra dock. In association with these maritime operations, three major railroad holding yards exist -- Western Pacific Railroad and Car Ferry, Santa Fe Railroad and Car Ferry, and Southern Pacific Railroad's Intermodal Mission Bay Yard. These railroads not only serve the Port, but they also serve other industries based in San Francisco.

Also located along the shoreline within Port jurisdiction is the Bethlehem Steel Shipyard. This yard consists of a number of dry docks for repairs of merchant vessels, as well as "ship ways" for the construction of barges. This property is privately owned by Bethlehem Steel Corporation and comprises one of the largest blue collar employers in San Francisco.

The Central Waterfront area contains uses other than those involving industrial and maritime activities. A small residential neighborhood of several hundred inhabitants and supporting commercial uses is situated there. Other commercial uses in the area cater to the needs of workers and businesses. Recreational opportunities are provided at selected sites on the shoreline where public access points to the Bay have been established. A Muni bus maintenance yard is also located in the area.

The zoning of the Central Waterfront reflects its potential for accommodating high levels of industrial activity. Nearly the entire area is zoned M-2, the designation for heavy industry. Exceptions include RH-2 and RM-3 zoning covering the existing housing and RC-2 zoning for areas with a mix of residential/commercial uses. Public use areas are classified with the P zone. Limited areas of M-1 zoning, the designation for light industry, can be found along the borders of the Central Waterfront.

Access to the Central Waterfront is afforded through the close proximity of the freeway network and through local transit service and a commuter railroad. Although it appears that access to the Central Waterfront might be adequate, the infrequent bus and rail service are actually contributing factors to the area's perceived remoteness. The lack of parking for trucks and automobiles and the poor condition of public streets also act as hindrances to the area's accessibility.


SAN FRANCISCO BAY
CENTRAL BASIN
M-2
M-1
RH-2
RM-3
P
HOUSE CHARACTER DISTRICTS
RH-1(D) RH-1 RH-1(S) RH-2 RH-3
MIXED HOUSE & APARTMENT CHARACTER DISTRICTS
RM-1 RM-2 RM-3 RM-4
RESIDENTIAL-COMMERCIAL COMBINED DISTRICTS
RC-1 RC-2 RC-3 RC-4
COMMERCIAL DISTRICTS
C-1 C-2 C-3-O C-3-R C-3-G C-3-S C-M
INDUSTRIAL DISTRICTS
M-1 M-2
PUBLIC DISTRICT
P
SAN FRANCISCO MUNICIPAL CODE PART II CHAPTER II SECTION 109 WITH AMENDMENTS TO AND INCLUDING NOVEMBER 8 1978
SHEET
8

ZONING MAP OF THE CITY AND COUNTY OF SAN FRANCISCO

B. History

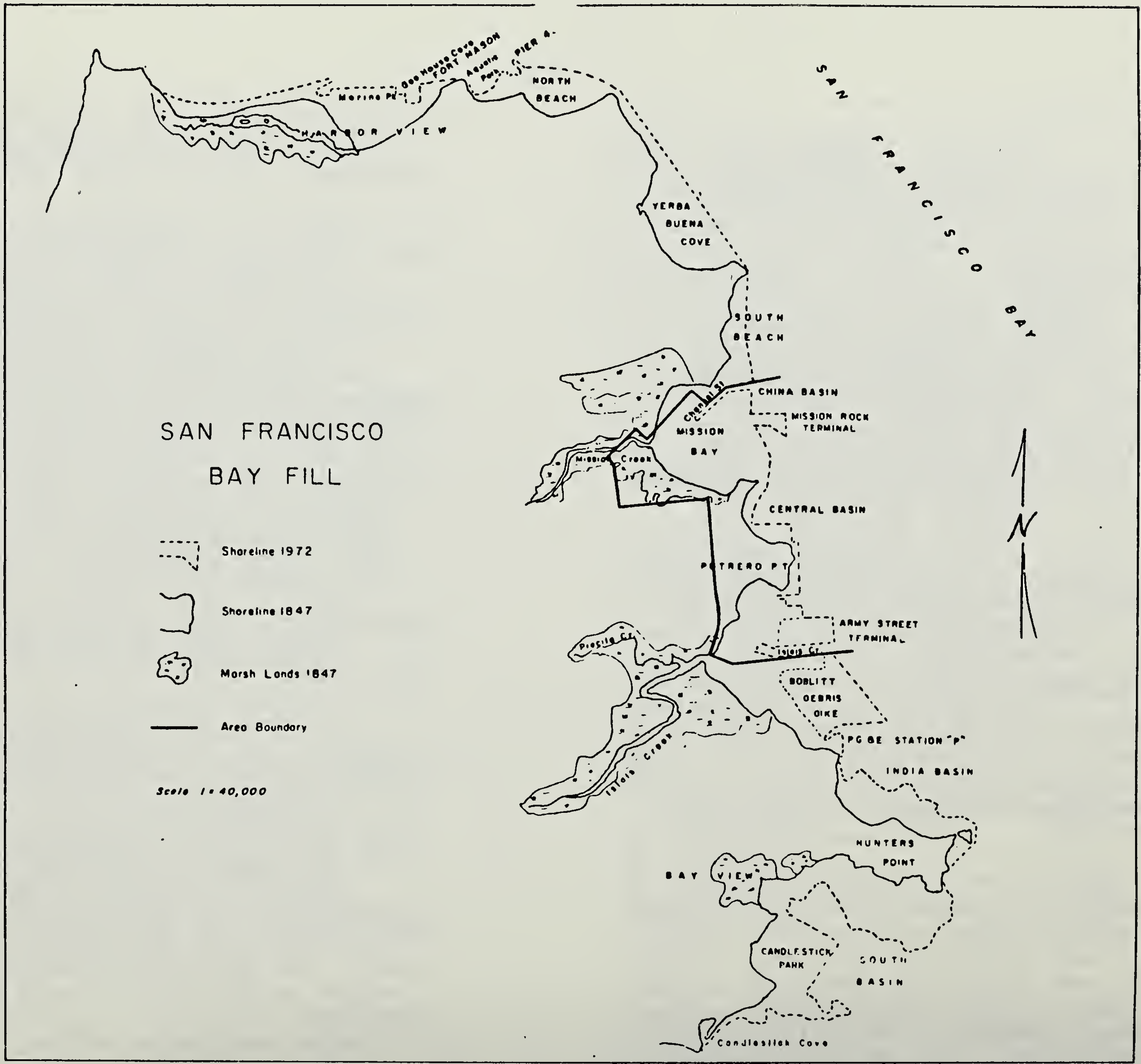
The Central Waterfront area exists today as a man-made landscape. Its natural appearance prior to the incorporation of the City and County of San Francisco has undergone a complete transformation. The creeks, marshes, waters and hills that dominated the area in 1850 have vanished in favor of flat lands and Bay fill. This transformation occurred early in the City's history and was accompanied by the development of industrial, maritime and residential uses.

The section of the Central Waterfront north of 16th Street, now used for industrial and railroad activities, covers the former site of Mission Bay and Mission Creek. The waters of Mission Bay included approximately 260 acres, and though shallow, were navigable by draft vessels. Mission Creek was the main drainage for the eastern slopes of Twin Peaks and adjacent areas and was lined with salt marshes where Bay tides intruded. The marshes surrounding Mission Bay and Mission Creek occupied an additional 330 acres and extended inland westward of Potrero Hill to what is now Twentieth and Harrison Streets.

Filling of the marshes commenced in the 1850's and was undertaken by individual lot owners and as part of the construction of toll roads that bridged Mission Bay. Southern Pacific railroad acquired the bulk of the Mission Bay property in 1868 and 1869 from the State of California and private land owners. The railroad gradually filled Mission Bay during the later 19th and the early 20th centuries.

The filling of Mission Bay was aided by the action of the Atchison, Topeka and Santa Fe railroad in the China Basin area. As part of a lease condition from the State of California, the railroad in 1901 and 1902 reclaimed the tidelands and developed tracks and warehouse facilities. Only China Basin Channel was spared reclamation and remains today as a waterway.

Land use in the area was dominated by railroad activities, though other uses existed outside the railyards. To the west, where reclamation occurred earliest, brick warehouses were constructed as the area assumed an industrial character. On the waterfront, several finger piers were in active maritime use. One of these, Pier 50, is now the site of Mission Rock Terminal. With a capacity to berth six ships simultaneously, it was the largest pier on San Francisco Bay when completed in 1950.


SAN FRANCISCO BAY FILL
Shoreline 1972
Shoreline 1847
Marsh Lands 1847
Area Boundary
Scale 1:40,000
SAN FRANCISCO BAY
Marina Pt
Gas House Cove
FORT MASON
Aquatic Park
PIER A
NORTH BEACH
HARBOR VIEW
YERBA BUENA COVE
SOUTH BEACH
CHINA BASIN
Channel St
MISSION ROCK TERMINAL
MISSION BAY
Mission Creek
CENTRAL BASIN
POTRERO PT
ARMY STREET TERMINAL
Islais Cr.
Precita Cr.
Islais Creek
BOBLITT DEBRIS DIKE
PG&E STATION "P"
INDIA BASIN
HUNTERS POINT
BAY VIEW
CANDLESTICK PARK
SOUTH BASIN
Candlestick Cove
N

The section of the Central Waterfront south of Central Basin to just north of Army Street was once a peninsula known as Potrero Point. The slopes of the peninsula extending from Potrero Hill rose to an altitude of 100 feet or more above the Bay. The area has been flattened and filled over the years to such an extent that no vestige of its former shape remains.

The deep water adjacent to Potrero Point created an excellent opportunity site for development. The earliest activities to locate there were shipbuilding, ship repair and gunpowder storage. The Tubbs Cordage Company was established in 1856 on a leveled site now occupied by Muni's Woods Yard. Included in the project was a 1500 foot rope walk which extended into the Bay and probably served a secondary purpose as a loading wharf. William Alvord received a grant of submerged property which he filled in order to construct the Pacific Rolling Mills in 1867. Pier 70 is now on this site. As fill increased, other industries located in the Potrero Point area. The San Francisco Gas Light Company commenced operations in 1872 and parts of it exist today in the present plant owned by the Pacific Gas and Electric Company. Other factories set up in this area included the California Poppy Soap Company, the Sea Island Sugar House, and the California Sugar Refinery.

The major leveling of hills on Potrero Point occurred in conjunction with the construction of the Union Iron Works in the 1880's. Though originally known for machinery production, the Union Iron Works was also active in the shipbuilding field. Its purchase in 1905 by Bethlehem Steel led to an expansion of its shipbuilding efforts. Ship production peaked during the two world wars and was augmented with repair and maintenance work during other times.

California Sugar Refinery - circa 1927

The decision by Western Pacific railroad to fill its property south of the Gas Works finalized the elimination of Potrero Point as a peninsula. The Potrero Point shoreline was thus united with that of Islais Creek Basin.

The urban transportation system of the 19th century would not allow the separation of residential from industrial land uses to the degree that prevails today. Workers required housing in close proximity to their places of employment. Homes, hotels and boarding houses were constructed in the Central Waterfront area as residences for workers. Irish Hill was once a prominent working class neighborhood in the area until it was demolished to accommodate Bethlehem shipyard expansion during World War II. With few exceptions, most residences were demolished over the decades. The remaining ones can be found in a neighborhood adjacent to 22d Street, sometimes called Dogpatch, and along Tennessee Street near Eighteenth.

Union Iron Works - circa 1885

The section of the Central Waterfront from Twenty-Fifth Street south to Islais Creek Channel developed most recently. Islais Creek originally drained the area stretching from Twin Peaks and Glen Park to Alemany Gap before flowing into San Francisco Bay. It still flows into San Francisco Bay, although its course today runs through a concrete aqueduct beneath Interstate 280.

Islais Creek and the marshes surrounding were viewed as a barrier to the southern development of San Francisco. Organized efforts for reclamation were unsuccessful until 1925, when the passage of State legislation enabled the creation of the Islais Creek Reclamation District. The District was successful in filling the marshes and tidelands, dredging Islais Creek, and including a turning basin at its western end to allow room for ship maneuvering.

Industrial development was generally delayed until after World War II. During the war the area was the site of temporary housing. Demolition occurred after the war and much of the area was subsequently developed as a industrial park with single storey concrete buildings. South of Army Street, food and oil processing plants were developed.

The most recent filling of Islais Creek occurred during the construction of Pier 80, the Army Street ship Terminal. Financed by a bond issued approved by California voters in 1958, the terminal went into operation in 1967.

Land modification and Bay fill, both to accommodate the needs of economic activities, epitomize the historical development of the Central Waterfront. The recent history has taken a different turn. The establishment of the Bay Conservation and Development Commission, empowered to control activities on the Bay shoreline, has led to severe limitations on Bay filling. Changes in the locational economics of industry have resulted in firm closures and relocations. The area today is suffering from economic deterioration with employment and production drastically reduced from former levels.

C. Conditions and Trends

Key indicators of the general conditions is the Central Waterfront all declined during the last decade. The data on trends in population, land use, and employment, documents the magnitude of the decline. Projections for these indicators show a further decline, although the bright spots now appearing in the economy may suggest a more favorable future is attainable for the area.

The residential population of the Central Waterfront, which totaled 531 in 1970, has declined in pace with the removal of housing units. The construction of Interstate 280 and the Muni bus maintenance yard are the most recent causes for residential demolitions. However, the area is benefitting from the current trend of private rehabilitation of the City's housing stock and the condition of the existing units appears to be improving.

Data collected from 1961 and 1970 land use surveys show a 100 acre decline of land in industrial use in the Central Waterfront.[1] In contrast, land in transportation and utility uses increased by 120 acres. Land in public use increased owing to freeway and bus yard construction. The amount of vacant land declined as conversion occurred to public and storage use. Only a few acres of vacant land remain in the area.

Despite the proximity of the Central Waterfront to downtown, there has been no general trend toward intensification of land use. Most new construction has continued in the form of low intensity uses such as trucking depots and warehouses. One promising trend that actually represents an intensification of land use is the development of showrooms for interior design products in formerly vacant warehouses. This is being augmented by the establishment of commercial service uses to support the showroom activities.

From 1965 to 1970, when City-wide employment increased by 12 percent, employment in the Central Waterfront dropped by 22 percent from 16,304 to 12,557 jobs.[1] Major declines were registered in manufacturing and wholesale trade with transportation

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[1] San Francisco Department of City Planning, The Use of Land in San Francisco, October 1964, and San Francisco Land Use Tabulations For 1970, June 1973

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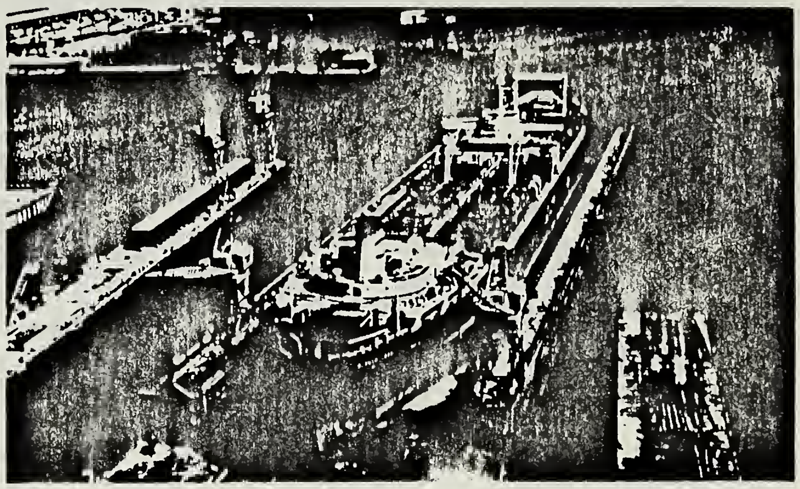
[1] Arthur D. Little, Inc., Commercial and Industrial Activity in San Francisco: Present Characteristics and Future Trends, June 1975.

showing a smaller decline. Minor employment gains occurred in construction and commercial activities. The area has suffered additional employment losses since 1970 with the closing and relocating of firms in the metals products and ship repair industries.

An exception to the decline in manufacturing employment is the apparel industry, with two firms in this field having recently located in the area. Increases in construction employment are due to the area's use for the storage of construction supplies. Though new trucking, warehousing, and wholesale trade facilities have been constructed, potential net employment gains have been offset by closures and relocations of older firms and other losses of employment due to technological change and declining City-wide demand.

Projections through the year 2000 show reductions in employment and in land used by industry.[1] Employment is projected to drop by as many as 3100 jobs, with the services sector the only one forecasted to require additional workers. Industrial land use is projected to decline by a total of 13.9 acres consisting of an 8.3 acre drop in industrial plant space and a 5.6 acre drop in warehouse space.

Maritime trade through the Port of San Francisco has dropped drastically since the mid-1960's due to pier deterioration and the construction of modern facilities at competing Bay ports. The Central Waterfront has felt the effects of the decline in Port activity. Several major Port tenants have ceased operations in the area in recent years including American President Lines, and Triple A Ship Repair. Replacement tenants have been found in a few instances, and while most piers do support some maritime activity, it is at a level far below their cargo-handling capacities.



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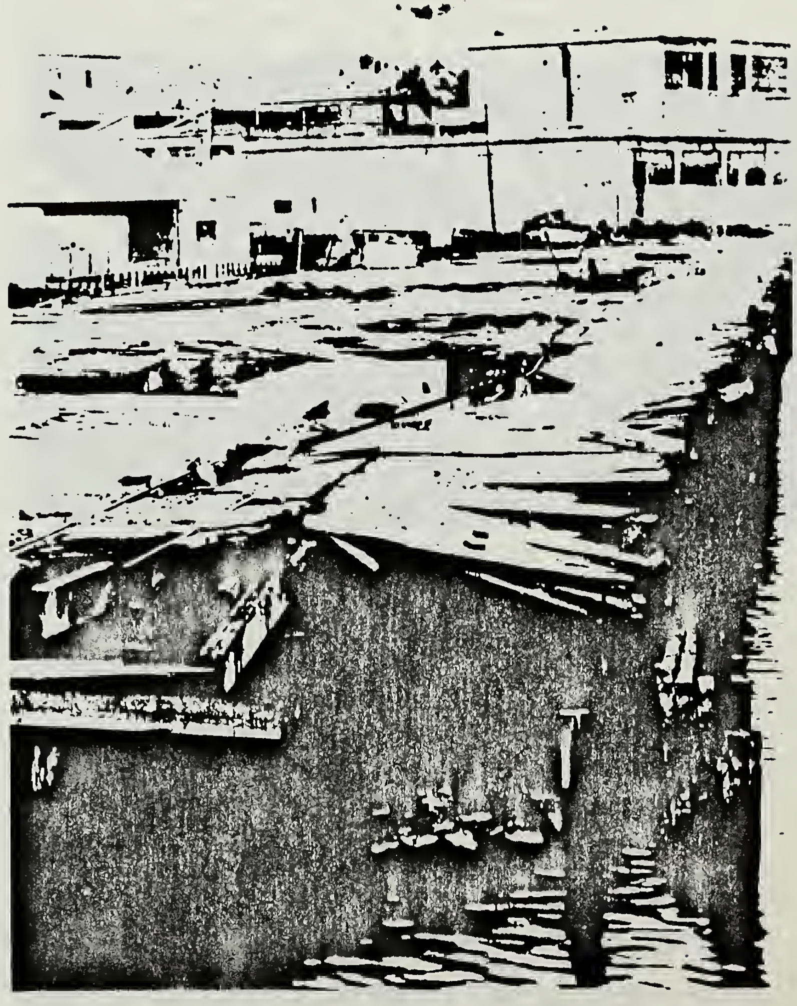
[1] Arthur D. Little, Inc., op cit.

The decrease in the Port's general cargo trade can be attributed to technological changes within the maritime industry. Containerization has created the demand for the construction of new facilities at ports throughout the world. Whereas the Port of San Francisco did not convert to containerization until recently, the Port of Oakland, with federal assistance, developed one of the world's largest container-ports and subsequently, drew shipping lines from San Francisco.

Modern port facilities require substantial back-up land for equipment operation, storage, and intermodal cargo transfers. Investment in new capital facilities by the Port of San Francisco has occurred in the area south of China Basin where adequate back-up land is available. This southerly shift in the Port's maritime operations is reflected in the cargo tonnage statistics: In 1969, the Port's cargo tonnage was equally distributed between the piers north and south of China Basin, by 1977, 67% of the cargo was handled in the southern portion.



Present and future trends point to the strong potential for revitalizing San Francisco's maritime economy. Cargo projections for the upcoming decades show increasing maritime traffic for Bay ports with a substantial proportion allocated to the Port of San Francisco.[1] Congestion at the Port of Oakland combined with the availability of facilities in San Francisco should give the Port a competitive edge in attracting this increase in shipping activity. The opening of trade with the Peoples Republic of China should also have a long-term positive impact on the Port of San Francisco.

Favorable economic trends are beginning to appear in the Central Waterfront. The previously identified healthy components of the local economy, apparel manufacturing and interior design activities, are now undergoing expansion and future growth is anticipated. Changing conditions in the overall San Francisco economy could also bode well for the Central Waterfront. The boom in downtown highrise construction is causing some displacement of professional firms which are relocating in the South of Market area and are forcing upward pressure on rents. The displaced firms are often able to outbid existing industrial and downtown support activities for space. With the suburban industrial parks nearing full occupancy, the South of Market firms are seeking suitable sites for operation within San Francisco. The Central Waterfront is one of the few areas in the City that can accommodate industrial uses. This trend combined with expected increase in transportation costs from the suburbs could make the Central Waterfront a desirable location for certain industries.

In summary, the future of the Central Waterfront is uncertain. Although statistical projections show a continuation of the declines experienced in the recent past, there are several strong points in the local economy which are expected to grow. Maritime trade could increase, but only if the Port of San Francisco is aggressive in developing and marketing modern cargo-handling facilities. The Central Waterfront's general attractiveness for economic activities could also be boosted by the competition for a limited supply of industrial land in San Francisco.

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[1] Moffatt and Nichol, Engineers, *Port of San Francisco Study of Anticipated Maritime Commerce and Facility Requirements Through 2020*, April 1978.

GOALS, OBJECTIVES, AND POLICIES

A. Overall Goal

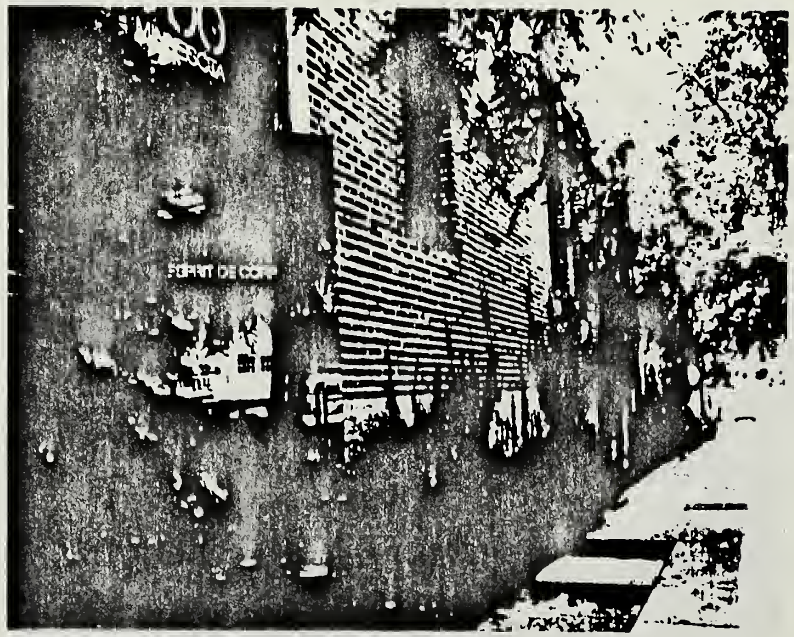
The overall goal of this Plan is to create in the Central Waterfront area a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. The following objectives and policies are designed to: (1) increase employment opportunities for San Francisco's unemployed and underemployed residents, (2) enhance the working environment to stimulate business growth, and (3) improve the area's appearance and attractiveness.

B. General Objectives and Policies

LAND USE

OBJECTIVE 1: STRENGTHEN AND EXPAND LAND USES ESSENTIAL TO REALIZING THE ECONOMIC POTENTIAL OF THE CENTRAL WATERFRONT.

Policy 1: Encourage the intensification and expansion of industrial and maritime uses.



Policy 2: Preserve and protect the Central Waterfront area as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use.

Policy 3: Promote new development which has minimal adverse environmental consequences. Assure that the adverse environmental impacts of new development are fully mitigated.

OBJECTIVE 2: MAINTAIN AND DEVELOP ADDITIONAL USES ON LAND SURPLUS TO INDUSTRIAL AND MARITIME NEEDS.

Policy 1: Preserve existing residential uses and develop new housing.

Policy 2: Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

Policy 3: Improve, expand, and develop recreational areas at established public access points along the waterfront enabling public use and enjoyment of the shoreline.

INDUSTRY

OBJECTIVE 1: RETAIN, EXPAND, AND PROTECT INDUSTRIAL ACTIVITY IN THE CENTRAL WATERFRONT.

Policy 1: Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

Policy 2: Encourage the consolidation of rail operations and the removal of unnecessary tracks and facilities to expand the supply of available land. Assure no reduction occurs in needed present or future rail service to San Francisco.

Policy 3: Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

Policy 4: Establish and promote financing programs to provide funds for local business development.

Policy 5: Support the expansion of small businesses and firms in newly emerging industries.

Policy 6: Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services.

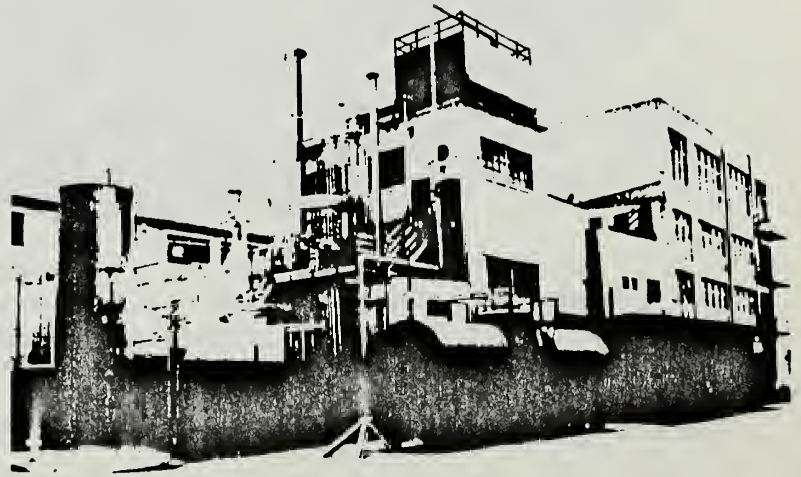
Policy 7: Remove antiquated and overly restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

Policy 8: Avoid encroachment of incompatible land uses on viable industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.

Policy 9: Deliver key public services, including police, fire, sanitation and transportation at levels necessary to support and encourage industrial activity.

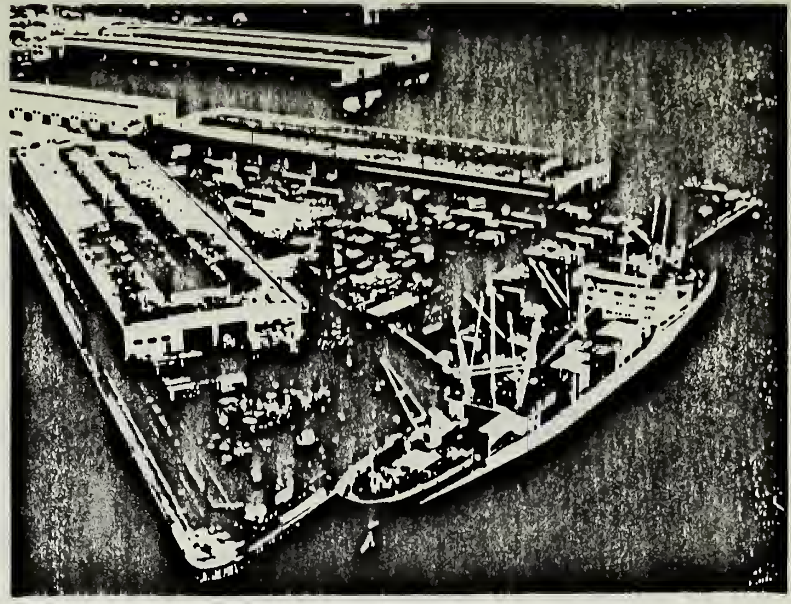
Policy 10: Assist firms displaced from other parts of San Francisco, especially those displaced by downtown office expansion, in locating in the Central Waterfront.

Policy 11: Attract new industries that create employment opportunities for City residents, add tax revenues in excess of public service costs, and strengthen and diversify San Francisco's economic base.



MARITIME

OBJECTIVE: RETAIN AND EXPAND MARITIME ACTIVITY ALONG THE CENTRAL WATERFRONT



Policy 1: Retain all existing maritime general cargo facilities along the Central Waterfront (Piers 48, 50, 70, and 80).

Policy 2: Retain all existing ship repair operations along the Central Waterfront (Pier 54 and the Bethlehem Yard).

Policy 3: Encourage the expansion and modernization of maritime cargo handling facilities and the development of container facilities along the Central Waterfront.

Policy 4: Reserve land adjacent to the waterfront as required for maritime support use.

COMMERCE

OBJECTIVE: PROVIDE A QUANTITY AND MIX OF COMMERCIAL ACTIVITIES NECESSARY TO SERVE THE LOCAL NEEDS OF THE CENTRAL WATERFRONT.

Policy 1: Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

Policy 2: Support the expansion of commercial uses if needed to serve demand generated by new development.

Policy 3: Prevent new office development, except that which serves a principal industrial or maritime use in the Central Waterfront.

Policy 4: Encourage water-oriented commercial recreation activities at public access points along the shoreline.

RESIDENCE

OBJECTIVE : RETAIN AND IMPROVE EXISTING RESIDENTIAL USES IN THE CENTRAL WATERFRONT AND DEVELOP A LIMITED QUANTITY OF NEW HOUSING.

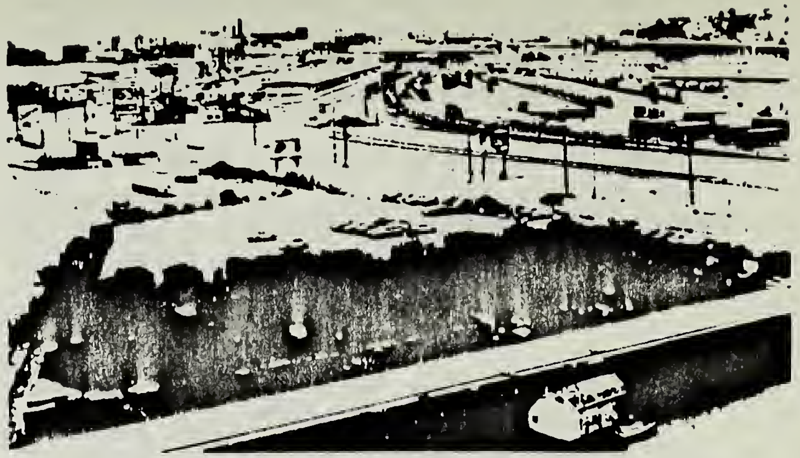
Policy 1: Encourage the preservation and rehabilitation of the existing housing stock.

Policy 2: Encourage additional housing within established residential areas.

Policy 3: Promote major new residential development near China Basin Channel on under-utilized land suitable for housing and surplus to the needs of industry.

Policy 4: Require new residential developments to include an adequate supply of low and moderate income units and provide a mix of units types to accommodate a variety of household sizes.

Policy 5: Provide rent supplements and assist in local home ownership to avoid displacement of existing residents.



TRANSPORTATION

OBJECTIVE 1: IMPROVE THE ACCESSIBILITY OF THE CENTRAL WATERFRONT.

Policy 1: Improve City-wide and regional transit access to the Central Waterfront.

Policy 2: Establish an official truck route system along the designated major and secondary thoroughfares to facilitate truck movements within and through the Central Waterfront and to minimize the adverse impacts of truck movement on adjacent residential, commercial, and recreational land uses.

Policy 3: Extend a Light-Rail Vehicle line through the Central Waterfront along the Third Street corridor connecting to the Southern Pacific Depot and the proposed Embarcadero rail line.

Policy 4: Improve transportation access on Third Street by implementing design changes in traffic lanes, turning bays, and signal timing.

Policy 5: Improve regional highway access by completing the proposed State Route 230 (Hunter's Point Parkway) and the proposed on-ramp to Interstate 280 immediately south of Islais Creek Channel.

Policy 6: Provide adequate rail and truck access to all maritime piers.

OBJECTIVE 2: IMPROVE TRANSPORTATION CONDITIONS WITHIN THE CENTRAL WATERFRONT.

Policy 1: Improve internal vehicular circulation through the construction, repair, and maintenance of public streets, and the provision of appropriate signing and lighting.

Policy 2: Maintain and construct sidewalks on streets with pedestrian traffic.

Policy 3: Encourage the use of public transit, carpooling/vanpooling, and jitney service to minimize the consumption of scarce industrial land for commuter parking lots. Where demand for parking can be clearly established, give preference to parking structures as opposed to open lot parking.

Policy 4: Provide short-term parking to support wholesale, design, and related activities. Develop parking treatments for on-street spaces to assure short-term turnover of vehicles.

Policy 5: Require off-street parking facilities for freight loading and service vehicles in all major new developments and incorporate these in older buildings where feasible.

Provide short-term loading spaces on the street for routine deliveries and essential services, with strict enforcement of time limits.

Policy 6: Develop a parking reservoir to serve downtown travelers on under-utilized land north of China Basin Channel beneath the stub-end of Interstate 280. Provide frequent shuttle service from the reservoirs to downtown using transit, jitneys, or other means.

Policy 7: Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters, and transit information displays.

RECREATION AND OPEN SPACE

OBJECTIVE : PROVIDE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES ALONG THE SHORLELINE.

Policy 1: Maintain and improve the quality of existing shoreline recreational areas at Central Basin and Warm Water Cove.

Policy 2: Expand existing recreational areas and establish new ones at China Basin Channel and Islais Creek Channel, so long as compatible with present or planned maritime activity.

Policy 3: Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity.

URBAN DESIGN

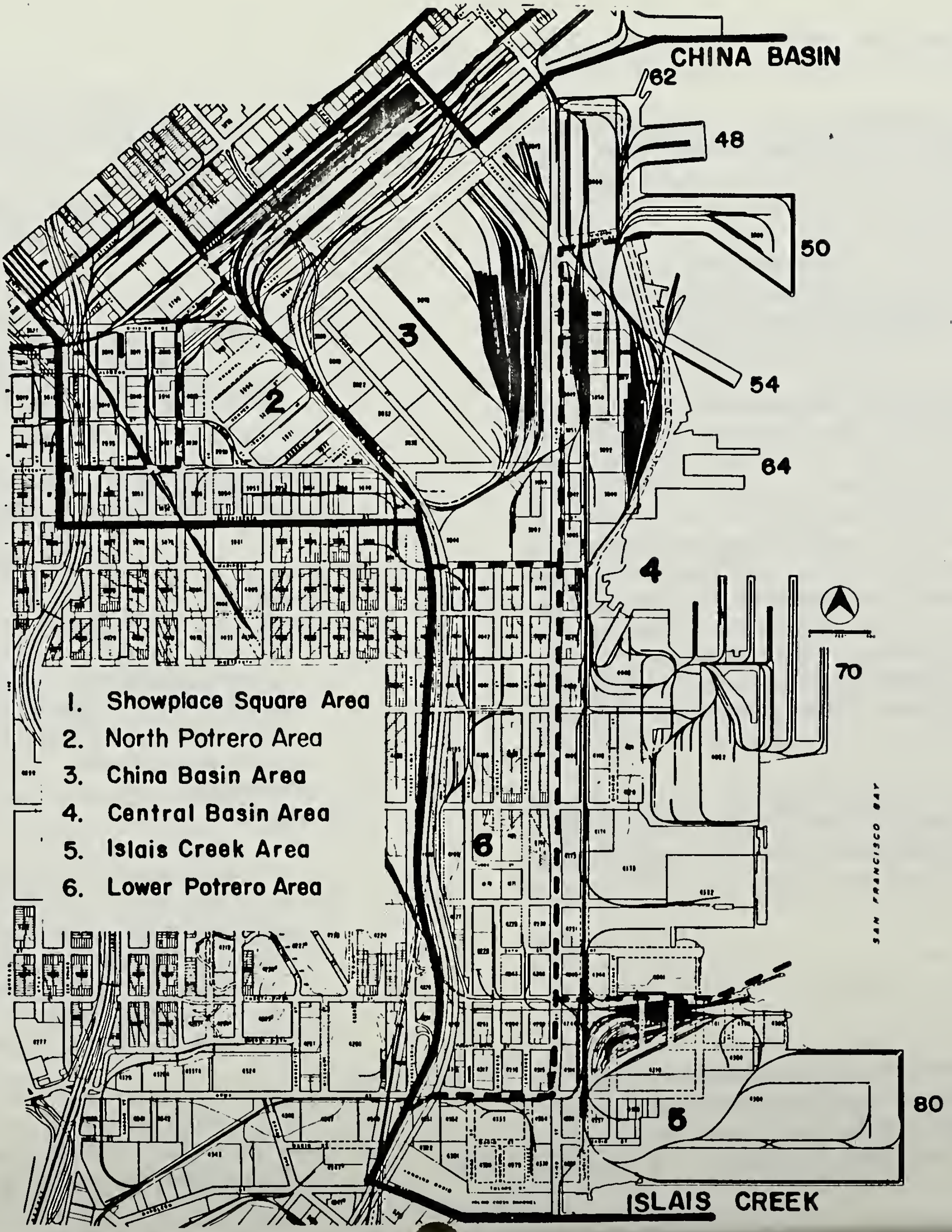
OBJECTIVE : ACHIEVE AN AESTHETIC URBAN FORM IN THE CENTRAL WATERFRONT CONSISTENT WITH THE ECONOMIC DEVELOPMENT OF THE AREA.

Policy 1: Reinforce the visual contrast between the waterfront and hills by limiting the height of structures near the shoreline. Relate the height and bulk of new structures away from the shoreline to the character of the topography and existing development.

Policy 2: Protect and create views of the downtown skyline and the Bay. Design and locate new development to minimize obstruction of existing views.

Policy 3: Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.

Policy 4: Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.


CHINA BASIN
62
48
50
54
64
70
80
ISLAIS CREEK
SAN FRANCISCO BAY
1
2
3
4
5
6
1. Showplace Square Area
2. North Potrero Area
3. China Basin Area
4. Central Basin Area
5. Islais Creek Area
6. Lower Potrero Area

C. Subarea Objectives and Policies

SHOWPLACE SQUARE AREA

OBJECTIVE 1: DEVELOP A MAJOR DESIGN CENTER IN THE SHOWPLACE SQUARE AREA.

Policy 1: Encourage the expansion of the area's predominant use for the exhibit, marketing, and wholesale trade of interior design products.

Policy 2: Encourage the development of a community design center for neighborhood use.

Policy 3: Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

Policy 4: Encourage the evening use of buildings and facilities for business, entertainment, public assembly, and ceremony.

Policy 5: Assist in relocating within San Francisco any industrial uses displaced by the expansion of design-related activities.

OBJECTIVE 2: DEVELOP TRANSPORTATION IMPROVEMENTS TO ENHANCE PEDESTRIAN CIRCULATION AND FACILITATE TRAVEL AND GOODS MOVEMENT TO AND WITHIN THE SHOWPLACE SQUARE AREA.

Policy 1: Redesign the roadway and sidewalk at the intersection of Eighth, Townsend, Division, and Kansas Streets to create a major pedestrian link to the adjacent activity centers and to provide for safe traffic flow. Include attractive landscaping, quality sidewalks, and street furniture to improve the pedestrian environment.

Policy 2: Determine the present and future use status of all spur tracks and effectuate the removal of the abandoned, unused, or unnecessary trackage. For those spur tracks scheduled for retention, strictly enforce the street maintenance responsibilities of the users.

Policy 3: Construct and maintain sidewalks throughout the Showplace Square Area and provide street beautification improvements for pedestrian enjoyment.

Policy 4: Develop parking control measures establishing areas for short and long-term automobile parking and truck loading. Use appropriate on-street parking controls, such as signing and metering, to indicate areas for short-term automobile parking and truck loading.

Policy 5: Construct a multi-story parking facility as needed to serve increased demand for parking generated by new development. Encourage the conversion of surface parking lots to more intensive use.

OBJECTIVE 3: PRESERVE AND EXPAND THE HISTORIC INDUSTRIAL CHARACTER OF THE SHOWPLACE SQUARE AREA.

Policy 1: Encourage the retention and promote the reuse of buildings with brick and timber construction.

Policy 2: Encourage the design of new construction to be consistent with the existing architectural character of the area.

Policy 3: Screen unsightly open yard and other unattractive uses from public view with aesthetic facade or landscaping.

NORTH POTRERO AREA

OBJECTIVE : IMPROVE AND STRENGTHEN THE INDUSTRIAL CHARACTER OF THE NORTH POTRERO AREA.

Policy 1: Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.

Policy 2: Market vacant land and buildings for light industrial uses.

CHINA BASIN AREA

OBJECTIVE 1: EXPAND MARITIME ACTIVITY IN THE CHINA BASIN AREA.

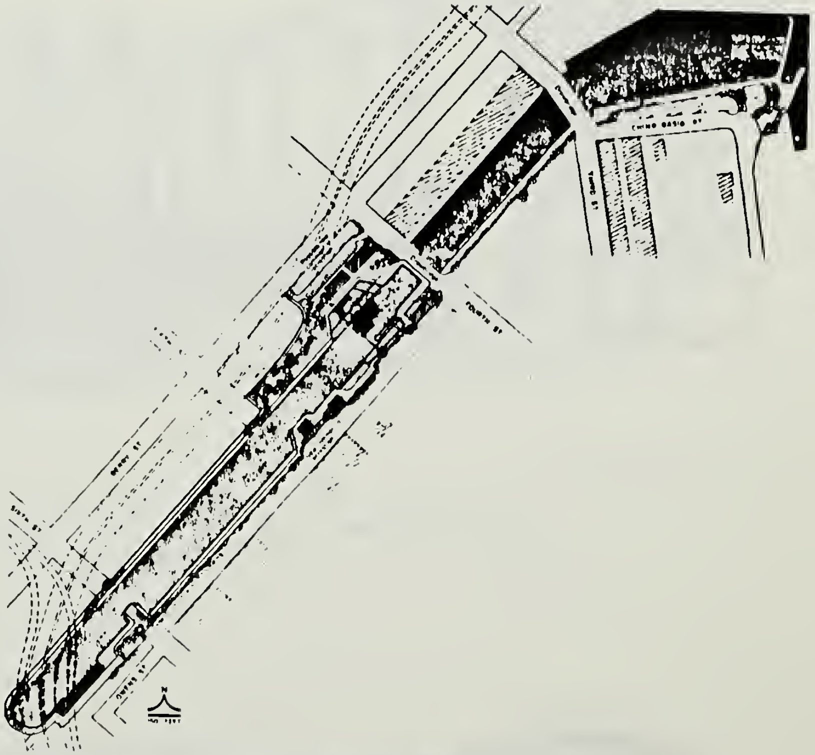
Policy: Continue and expand the use of Piers 48 and 50 for general cargo and add a general cargo facility at Pier 62.

OBJECTIVE 2: PROVIDE WATERFRONT PUBLIC ACCESS AND RECREATION IN THE CHINA BASIN AREA.

Policy : Develop a new waterfront recreation area along China Basin Channel. Develop both sides of the Channel west of Fourth Street for public access, viewing, and waterfront recreation. Develop a pedestrian promenade and bicycle path on the north side of the Channel between Third and Fourth Streets. Develop public viewing and fishing areas where compatible with Port maritime activities west of Pier 62. Maintain existing commercial-recreation and housing uses.

OBJECTIVE 3: DEVELOP A MIX OF NEW USES ON SURPLUS RAIL PROPERTY IN THE CHINA BASIN AREA.

Policy 1: Identify land surplus to the operating needs of the railroads and the Port. Encourage the consolidation of rail operations, either internally or jointly, as a means of releasing land for alternative uses.



CHINA BASIN CHANNEL RECREATION AREA

Drawings are illustrative only and not part of the official plan.

Policy 2: Consistent with the operating needs of the railroads, develop a mixed-use neighborhood with predominantly residential uses in the area south of China Basin Channnel and west of Third Street. Include compatible commercial and light industrial uses.

OBJECTIVE 4: RELATE THE SCALE OF NEW DEVELOPMENT TO SAN FRANCISCO'S DISTINCTIVE HILL FORM, TO THE ADJACENT WATERFRONT, AND TO EXISTING DEVELOPMENT.

Policy 1: Encourage major new development in the China Basin area to take the form of a cluster of buildings surrounded by progressively lower structures stepping down to the Channel to create a hill-like shape compatible with San Francisco's natural setting.

Policy 2: Minimize blockage of private and public views and maintain, to the extent feasible, sightlines from Potrero Hill to the waterfront and downtown.

CENTRAL BASIN AREA

OBJECTIVE 1: EXPAND MARITIME ACTIVITY IN THE CENTRAL BASIN AREA.

Policy 1: Reserve the water area, piers and seawall lots for the development of a container facility, to include at least two berths and 60 acres of back up land.

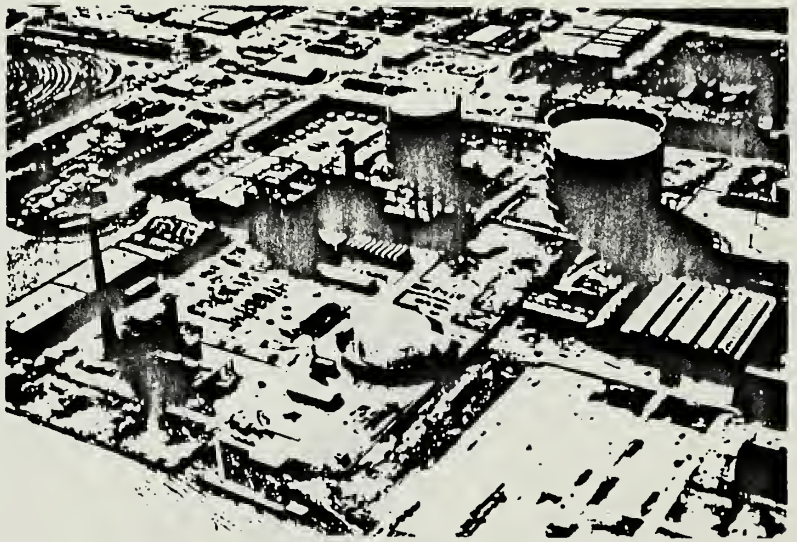
Policy 2: Encourage the retention and promote the expansion of ship maintenance and repair activities at the Bethlehem site which support and strengthen San Francisco's maritime industry.

Policy 3: Continue and expand the use of Pier 70 as an automobile receiving facility.

OBJECTIVE 2: RETAIN AND EXPAND INDUSTRIAL USES IN THE CENTRAL BASIN AREA.

Policy 1: Encourage more intensive use of existing industrial land and facilities.

Policy 2: Assure that any power plant expansion on the Pacific Gas and Electric Company site will provide additional employment and will not adversely affect the environment.

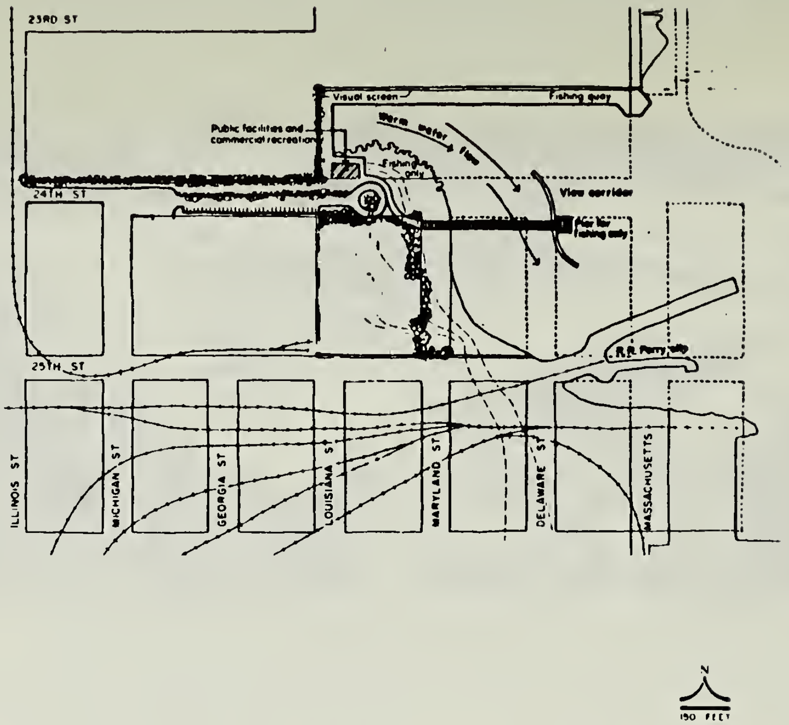


OBJECTIVE 3: IMPROVE AND EXPAND THE WATERFRONT RECREATION AREAS AT WARM WATER COVE AND CENTRAL BASIN.

Policy 1: Maintain existing recreational improvements at Warm Water Cove and expand to adjacent waterfront properties. Develop a waterfront picnic area and fishing pier south of 24th Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Shield the recreation area from surrounding industrial uses by providing attractive landscaping.

Policy 2: Improve and expand the existing recreation area at Central Basin by developing a public beach and waterfront park, and a small boat marina, so long as compatible with existing and planned maritime and private ship repair activities.

Policy 3: Continue the use of existing public boat ramp south of Pier 50. If future Port development necessitates, replace it with an equivalent elsewhere on the eastern shoreline.


23RD ST
Visual screen
Fishing quay
Public facilities and commercial recreation
Warm water flow
Fishing only
View corridor
Pier for fishing only
24TH ST
25TH ST
R.R. Ferry slip
ILLINOIS ST
MICHIGAN ST
GEORGIA ST
LOUISIANA ST
MARYLAND ST
DELAWARE ST
MASSACHUSETTS
N
150 FEET

WARM WATER COVE RECREATION AREA

Drawings are illustrative only and not part of the official plan.

ISLAIS CREEK AREA

OBJECTIVE 1: EXPAND MARITIME ACTIVITY IN THE ISLAIS CREEK AREA.

Policy 1: Continue to modernize Pier 80 as a major general cargo facility.

Policy 2: Purchase the Western Pacific Railroad yard for maritime development.

Policy 3: Continue the maritime use of Pier 84 and adjacent land.

OBJECTIVE 2: DEVELOP WATERFRONT RECREATIONAL USES ON ISLAIS CREEK CHANNEL.

Policy: Develop the Islais Creek Turning Basin for recreational use and a small craft marina, if and when it is no longer needed for Port maritime activity.

OBJECTIVE 3: RETAIN AND EXPAND INDUSTRIAL USES IN THE ISLAIS CREEK AREA.

Policy: Encourage industrial uses in the area west of Pier 80 south to Islais Creek Channel.

LOWER POTRERO AREA

OBJECTIVE 1: RETAIN AND EXPAND INDUSTRIAL USES IN THE LOWER POTRERO AREA.

Policy 1: Encourage the intensification and expansion of manufacturing and wholesale trade activities.

Policy 2: Develop the vacant and surrounding land bounded by Interstate 280, Mariposa, Twenty-Second and Third Streets with a mini-industrial park providing closure, privacy, security, open space and a buffer from neighboring residential areas through the innovative design of buildings, landscaping, sidewalks, parking, and screening.

OBJECTIVE 2: PRESERVE AND IMPROVE THE EXISTING RESIDENTIAL NEIGHBORHOOD.

Policy 1: Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

Policy 2: Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

Policy 3: Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.

Policy 4: Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.

Policy 5: Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

REGULATOR COMPANY

SAN FRANCISCO MASTER PLAN

SOUTH BAYSHORE

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I. INTRODUCTION

Description

The following 18 pages of text and maps, including the Sub-Area Plan for San Francisco Executive Park, comprise the South Bayshore Area Plan of the Master Plan.

Purpose

The purpose of the Plan is to guide the orderly development of the South Bayshore district in a manner consistent with local and City-wide objectives. The Plan should provide guidelines whereby the public and private enterprise can work together to fulfill the social, economic and physical development objectives with maximum benefit for all.

Source Material

This Master Plan Amendment, except for the Sub-Area Plan for San Francisco Executive Park, is based upon the "South Bayshore Study: A Proposed Development Plan," which was presented to the community and the City Planning Commission in September 1969. The Study document should be relied upon for detailed background information, data, further rationale and considerations leading to the proposals contained in this Amendment. The Sub-Area Plan for San Francisco Executive Park is based upon material contained in Department Case Report No. 81.197RSEMZC, dated October 16, 1985. The following objectives, principles and recommendations are consistent with those in the 1969 Study and the 1985 Case Report.

II. OBJECTIVES, POLICIES, AND PLAN PROPOSALS

The primary objective of the Plan is to improve the total environment of the area, including residential opportunities and amenities, community facilities, and commercial and industrial patterns.

The policies and conclusions contained herein are addressed to the district's needs, problems, and potentials, and to the conservation and enchancement of the district's positive physical features. The Plan respects existing development by proposing no major changes in land use for built-up areas. The policies and conclusions, as they relate to existing development, are directed toward extending its useful life and making the district more functional and attractive. Proposals for the development of the South Bayshore's wealth of vacant land include major policy changes and represent a new approach to planning these areas.

Following are specific objectives and policies of the South Bayshore Plan, listed according to the eight major planning elements of the Master Plan: Transportation, Residence, Education, Recreation, Public Health and Safety, Commerce, Industry, and Urban Design.

Transportation

Objectives:

To develop a system for the easy movement of goods and people, based upon projected needs of local activities and through traffic, and upon the transportation systems of the City and region.

To improve access to the area from other parts of the City, to develop a coherent network of streets, to relate the circulation system more closely to the area it serves, and to keep intrusive traffic out of the residential neighborhoods.

Policies and Plan Proposals:

1. The Southern-Embarcadero and James Lick Freeways are to remain unchanged except for the proposed addition of ramps to the latter at Harney Way.
2. Third Street and Army Street are proposed to remain arterials.
3. Geneva Avenue, an arterial, should be extended east, connecting with the Harney-Lick interchange.
4. Bayshore Boulevard, Evans-Innes Avenues, Oakdale Avenue west of Third Street, Industrial Street, Silver Avenue, and Harney Way should function as major streets.
5. A new cross-district major street should be developed using portions of Bancroft, Carrol, and Egbert Avenues.
6. An access road is proposed east of the Hunters Point Freeway to connect the shipyard with the Bancroft-Hunters Point Freeway interchange.
7. Local streets should be adjusted insofar as possible to discourage through traffic, particularly through residential areas. The proposed change of Gilman and Palou Avenues to function as local streets rather than major streets should be noted.
8. Third Street should serve as the spine of the public transit system, providing service via this route to downtown and to employment centers in San Mateo County.
9. Neighborhood feeder bus service should be upgraded and these lines should be extended to provide non-transfer service to key destinations in the western part of the City, and to BART stations.

Residence

Objectives:

To conserve and enhance existing sound residential areas and to buffer residential uses from nearby industrial uses.

To guide and encourage the building of properly located well-designed homes which will meet the needs of the people and allow for the growth of a stable, varied population.

Policies and Plan Proposal:

1. In that existing residential neighborhoods are basically sound, Federally Assisted Code Enforcement (FACE) should be programmed in consenting neighborhoods.
2. Minor adjustments in street patterns and zoning districts should be used to define the boundaries between homes and industry.
3. The density in existing neighborhoods should remain low.
4. No additional public housing projects should be developed. Any additional public housing which is made available through such programs as leasing and rent subsidy programs should be scattered and indistinguishable from neighboring development.
5. A low to medium-density residential development should be built on Hunters Point Ridge as described in the Redevelopment Plan for that area.
6. A development of approximately 600 residential dwelling units should be built at Candlestick Cove as described in the San Francisco Executive Park Sub-Area Plan.
7. A development of approximately 200 homes should be built on the north slope of Bayview Hill adjoining the Bret Harte Neighborhood.
8. New residential development should be oriented toward family occupancy, should be racially integrated, and priced to meet the needs of a full range of income requirements.

Education

Objective:

To provide attractive, conveniently located schools, to serve the needs of the community.

Policies and Plan Proposals:

1. Three new elementary schools should be constructed within the district: two to serve Hunters Point Ridge, and one to serve the new residential neighborhood east of Candlestick stadium.
2. Jedediah Smith Elementary School should be renovated.
3. Bayview Elementary school should be rebuilt on an enlarged site.

4. Further consideration should be given to development of a secondary school and higher education complex for which alternative sites are suggested.

Recreation

Objectives:

To provide adequate, properly located recreational facilities.

To make the waterfront a recreational asset to the South Bayshore and to the entire City.

Policies and Plan Proposals:

1. A shoreline park and marina is proposed in the tidelands east of Candlestick Stadium.
2. A marine-oriented recreation area is proposed at India Basin.
3. Bayview Park should be improved, enlarged, and made more accessible.
4. The shoreline at Candlestick Cove should be accessible to the public for recreational purposes.
5. All existing playgrounds and recreation facilities are proposed to be retained.
6. Gilman Playground should be expanded to the north across Gilman Avenue.
7. Three new recreation-park facilities are proposed in accordance with plans for the redevelopment of Hunters Point Ridge.
8. A major playground should be developed in the vicinity of Thomas Avenue and Ingalls Street.
9. New recreation-park facilities to serve future neighborhoods are proposed at Candlestick Cove and for the shoreline neighborhood.
10. The north tunnel-top play area on Palou Avenue and the proposed south tunnel-top play area on Diana Street should ultimately be enlarged into small parks. A small park and play area is proposed adjoining Gould Street.
11. In addition small play areas, linear parks and planted buffer zones should be developed.
12. Neighborhood activities centers should be developed on Hunters Point Ridge, in Bret Harte Neighborhood, and at Silver Terrace.
13. A community center is proposed including a cultural center and space for other community activities around an urban plaza at Third and Mendell Streets and Oakdale Avenue.

14. The Opera House is proposed to be retained and rehabilitated, and together with the Joseph Lee Recreation Center should become a part of the community center complex.

Public Health & Safety

Objective:

To provide adequate, efficient, and properly located public health and safety facilities.

Policies and Plan Proposals:

1. Space should be provided in or near the community center for a variety of public services. Among these services should be a permanent public health substation and a police-community relations office.
2. Further consideration should be given to the development of a community hospital for which alternative locations are proposed.
3. A new fire station is proposed to be constructed east of Candlestick Stadium.

Commerce

Objective:

To improve the shopping areas and to attract appropriate commercial investment for the greater convenience and pleasure of the people who live and work in the community.

Policies and Plan Proposals:

1. Third Street should be retained and enhanced as the district's principal commercial district.
2. The proposed community center should be developed within the Third Street commercial core.
3. Commercial activities are proposed to be intensified in the core portion of Third Street between Kirkwood and Thomas Avenues. Residences and offices should be developed in the core area above commercial uses.
4. Auto-oriented commercial uses should be located outside the core area.
5. Adequate parking should be provided for the core commercial area.
6. Improvements in the Third Street commercial district should include tree planting, street furniture, and sign control.
7. Other existing commercial areas should remain.

8. New neighborhood shopping centers are proposed on Hunters Point Ridge, and in the tidelands area.

9. A new commercial area should be developed in connection with the marina and recreation complex at India Basin.

10. A marina and commercial recreation pier is proposed in the shoreline park east to Candlestick Stadium

Industry

Objective:

To provide job opportunities by encouraging industrial development best suited to the City's economic base and to the South Bayshore District.

Policies and Plan Proposals:

1. Generally, industry in the district should be attractive in appearance and labor intensive.

2. The redevelopment process should be used in South Basin to accelerate the development of vacant industrial lands, to overcome such problems as the inappropriate street pattern, and to create new job opportunities.

3. Adjustments in zoning boundaries should be considered and landscaped strips should be developed to separate industry from residence.

4. Except for marine uses, the shoreline should not be used for industry.

5. Planning Code amendments should be considered to improve off-street parking and loading requirements and to impose controls on the appearance of open storage yards.

Urban Design

Objectives:

To enhance the district's positive features, to unify the district visually, and to give definition to sub-areas.

To improve the appearance of the area for those who live there, and to make the South Bayshore an attractive and interesting place to visit.

Policies and Plan Proposals:

1. The shoreline should be stabilized, with a limited amount of fill to create land for recreational and port purposes and with the greater part of the platted tidelands to remain open water.

2. Parks are proposed along the length of the non-industrially used shoreline. In general there should be a new emphasis on the water as a visual asset and upon linking the district with the shore.

3. Appropriate development at the important Bayview-Hill-Candlestick Cove gateway to the City should be undertaken in accordance with the Plan.

4. The hills should be emphasized as design features and the hilltops kept as open landscaped view points.

5. Freeways should be landscaped and developed to function as linear parks.

6. The configuration of Port fill at India Basin should be compatible with recreation and park development in the Basin, and, where appropriate, the edge of this fill should be landscaped and accessible to the public.

7. Fill in the southern portion of the Naval Shipyard should not exceed that shown in the Plan, and southern shore should be landscaped.

8. A district-wide program of street tree planting and landscaping should be undertaken.

9. In addition to landscaping, proposed improvements in the neighborhoods should include narrowing and closing of selected streets.

10. Landscaped buffer strips should be developed which will delineate use districts and screen industry from homes.

11. The community center at Third Street in the commercial core should serve as a focal point for the entire district.

12. Structure or architectural and historic interest should be preserved.

III. THE SOUTH BAYSHORE PLAN SUMMARY

The development plan for the South Bayshore district includes and coordinates the elements discussed in the preceding section. Circulation, housing, community facilities, including schools, parks and playgrounds, and health and safety facilities, commerce, industry, and urban design are all components of the Plan. The Plan, however, is more than the sum of these parts. It is a blend of the various elements, and depends as much on the interaction and relationship between land uses as it does on the location and extent of the uses proposed.

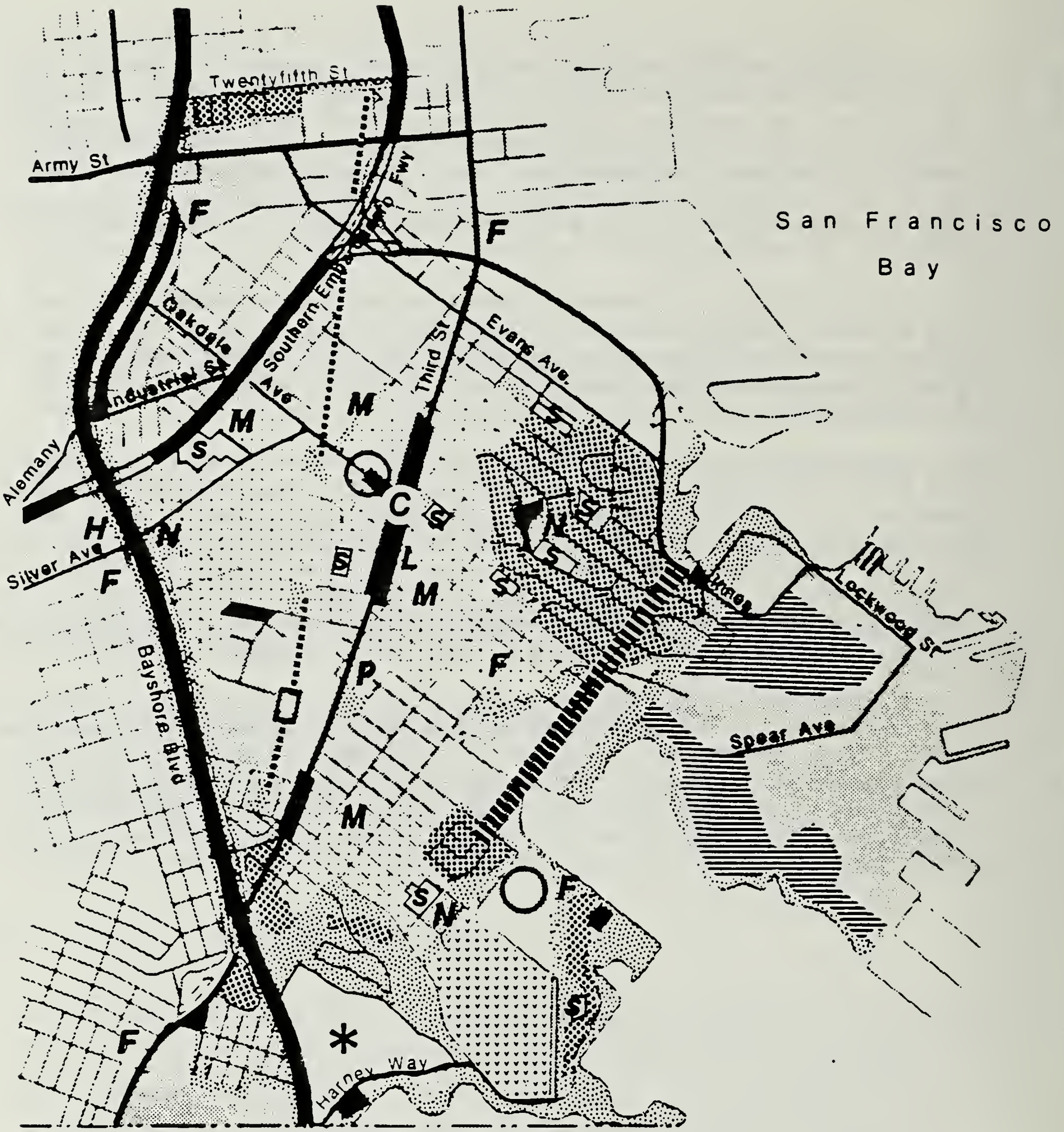
For instance, the linkage between industrial areas and major circulation proposals is evident in the overall Plan, and the suggested treatment of minor streets, designed to separate industrial and residential traffic, and to discourage through traffic in residential neighborhoods, becomes more meaningful when the individual elements of the Plan are merged.

The conservation and enhancement of existing sound residential areas and the provision of new housing with a potential for social and economic diversity is an important city-wide issue as well as a primary community concern. The potential compatibility of existing low-density residential areas with the new, somewhat higher-density housing proposed near the shoreline, on Hunters Point Ridge, and on the higher slopes of Bayview Hill becomes apparent in the Plan, as does the better balance, within the district, of residential and industrial land.

The Plan also indicates the close bond between residential use and the proposed system of schools, playgrounds and shopping centers. The intent to contain industry and protect residential areas by buffers of planting and park strips becomes evident as these parts of the Plan are brought together.

Curtailment of fill and creation of parks and marinas at India Basin and in the Candlestick tidelands is a response to the expressed desire of the people of the South Bayshore and the surrounding communities as well as from more remote districts for recreation areas on the eastern shore of the City. The relationship of the shoreline to new residential areas, the accessibility of shoreline parks to high employment centers as well as to residents of the area and the linkage of this shoreline park system to the rest of the City and the region are major contributions of the proposed Plan.

It is these relationships which give the Plan meaning and purpose and integrity in response to the goals for development of the district which were established by the community. The Plan, being responsive as well to trends and issues in surrounding communities, and to City-wide goals and objectives, also relates the South Bayshore more closely to the rest of the City.


San Francisco Bay
Twentyfifth St
Army St
Southern Embarcadero Fwy
Third St
Evans Ave.
Oakdale
Industrial St
Alemany
Silver Ave
Bayshore Blvd
Lockwood St
Spear Ave
Harney Way
F
M
S
C
L
H
N
P
*

SOUTH BAYSHORE PLAN

- ⋯ Low Density Residential
- ▩ Medium Density Residential
- ▿ Candlestick Park
- ░ Park, Recreation, Planted Area
- ■ Commercial
- ▒ Industrial
- ☰ Support Facilities, Naval Shipyard
- ○ Alternate Sites for Higher Educational Facilities

- **S** School
- **M** Mini Park
- **C** Community Center
- **N** Neighborhood Center
- **L** Library
- **H** Public Health Center
- **P** Police Station
- **F** Fire Station

- — Local Street
- — Secondary Thoroughfare
- — Major Thoroughfare
- ▬ Freeway
- ••••••• S.P. Railroad and Station
- * See Sub-Area Plan for San Francisco Executive Park
- ||||||| Refer to The Transportation Element for criteria for State Route 230

V. SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

Objective:

To create, as a "gateway to the City", a balanced urban development where office, retail space and a hotel are integrated with a central plaza, promenades, and open space, with a new residential community to the east.

The policies below shall apply to development of the Executive Park subarea. The Land Use Plan for the 71 acre Executive Park subarea appears in Figure 1. The Circulation Plans (Automobile Access, Automobile Egress and Internal Automobile Circulation) appear in Figures 2a, b, c, and the Urban Form (height and bulk) Plan appears in Figure 3.

Policy 1: Offices

Develop a maximum of 1,700,000 square feet of office space. Locate all new office space, excluding office buildings OB-1, OB-2, OB-3, and OB-4 as shown on Figure 1, north of Executive Park Boulevard in buildings which range in height from 4 stories to 15 stories, becoming taller the closer they are to the center. The massing of the structures, stepping up and back from the street incrementally, should reflect the form of the hillside to the north and reinforce the urban character of the project. Each building should extend out to the edge of the street incorporating an arcade which covers the sidewalk.

Policy 2: Town Center

Develop a Town Center which is centrally located between existing and new development at the intersection of the pedestrian arcade which connects all office buildings north of Executive Park Boulevard and the pedestrian promenade which links the office/retail buildings with the hotel and surrounding offices south of the boulevard. At the base of the tallest office buildings, develop a plaza surrounded by retail arcades as a gathering place for the Executive Park community as well as the surrounding communities.

Policy 3: Hotel

Develop a hotel/meeting building with approximately 350 rooms primarily to serve office uses in the area. Locate the hotel directly south of the pedestrian promenade to create a counterpoint on axis with Town Center. Provide garage space for the hotel and the displaced surface parking under the hotel. Provide access to the hotel off Executive Park Boulevard to the north, via a pedestrian promenade and a formal vehicular access of the intersection of Alana Way and Harney Way.

Policy 4: Retail Uses

Provide approximately 45,000 square feet of retail space integrated with the office uses and situated primarily around the Town Center. Orient retail uses to serve office workers and residents of the area as well as those of surrounding communities. Provide additional retail space within the hotel. Allow a restaurant south of Alana Way.

Policy 5: Residential Community

Develop approximately six hundred units of housing (a considerable number should be two bedrooms) on the eastern portion of the site in two- to four-story structures over one- to two-level parking podiums. Construct the western-most cluster of housing around an automobile turnaround to create a gateway from the central site into the residential area. Construct the balance of the housing units to the east, following the form of the hillside contours. Include children's play area(s) and if feasible, some convenience retail shopping.

Policy 6: Open Space

Develop approximately twenty-six acres of the subarea as a hillside park and develop hillside trails as pedestrian links to the park from the Town Center, Bayview Hill Park and Candlestick Point State Recreation Area. At various locations and elevations construct a series of scenic vistas which allow people to rest, picnic, and enjoy the view of the bay.

Create a variety of landscaped zones on the hillside. The area adjacent to the freeway should be densely planted with trees and shrubs. Trees should be used to screen the parking structure as well as provide an appropriately scaled backdrop to the office buildings. The northern-most zone adjacent to Bayview Hill Park should be planted with trees and shrubs which are similar to those already growing within it, visually integrating both sides of the hill. The central portion of the hill should be planted with smaller shrubs and cascading plant materials which will cover the hillside with low growing vegetation, thereby softening the quarried texture of the exposed rock.

Limit overall building coverage in the development area (excluding the area designated OS in Figure 3) to 50% and in the entire site 35%. Landscape the open area not used for streets and parking areas with ornamental plantings and coordinated flowering ground covers to provide a continuous series of related open spaces and to create a unified visual environment.

Policy 7: Transportation Management Program

Develop and implement a comprehensive transportation management program (TMP) in cooperation with the City, transit operators, ridesharing agencies and other agencies or organizations, to reach a long-term goal that at least seventy (70) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle.

Provide continuing on-site transportation brokerage services over the life of the project for subarea employees, residents and visitors, to coordinate a phased program of reduced trip-making by single-occupant vehicle for both commute and non-commute travel.

Policy 8: Parking

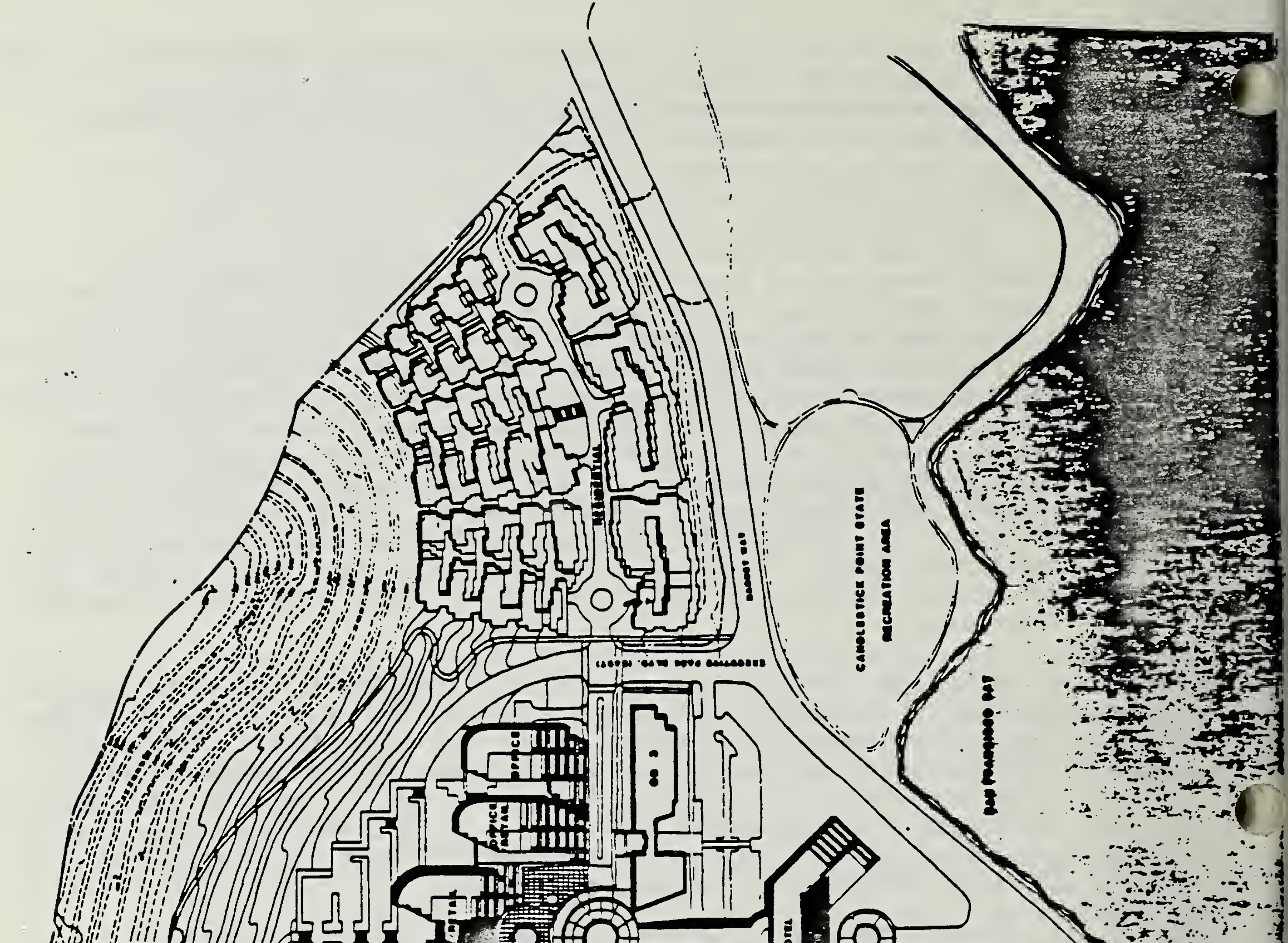
Limit the total number of commuter parking spaces to an amount proportionate to the long-term goal that at least 70 (seventy) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle. The amount of commuter parking to be provided at each phase of additional development shall be determined based on specific modal split goals for the cumulative number of employees projected to be employed at the subarea by the end of each development phase. Modal split goals shall include progressive reduction at each phase of total employees driving in single-occupant vehicles, from the current (1985) 81 percent to no more than 30 percent at office buildout. The amount of office visitor parking shall be determined at each development phase. The total of commute and visitor parking spaces for office uses shall not exceed 1 space per 500 square feet of net rentable floor area.

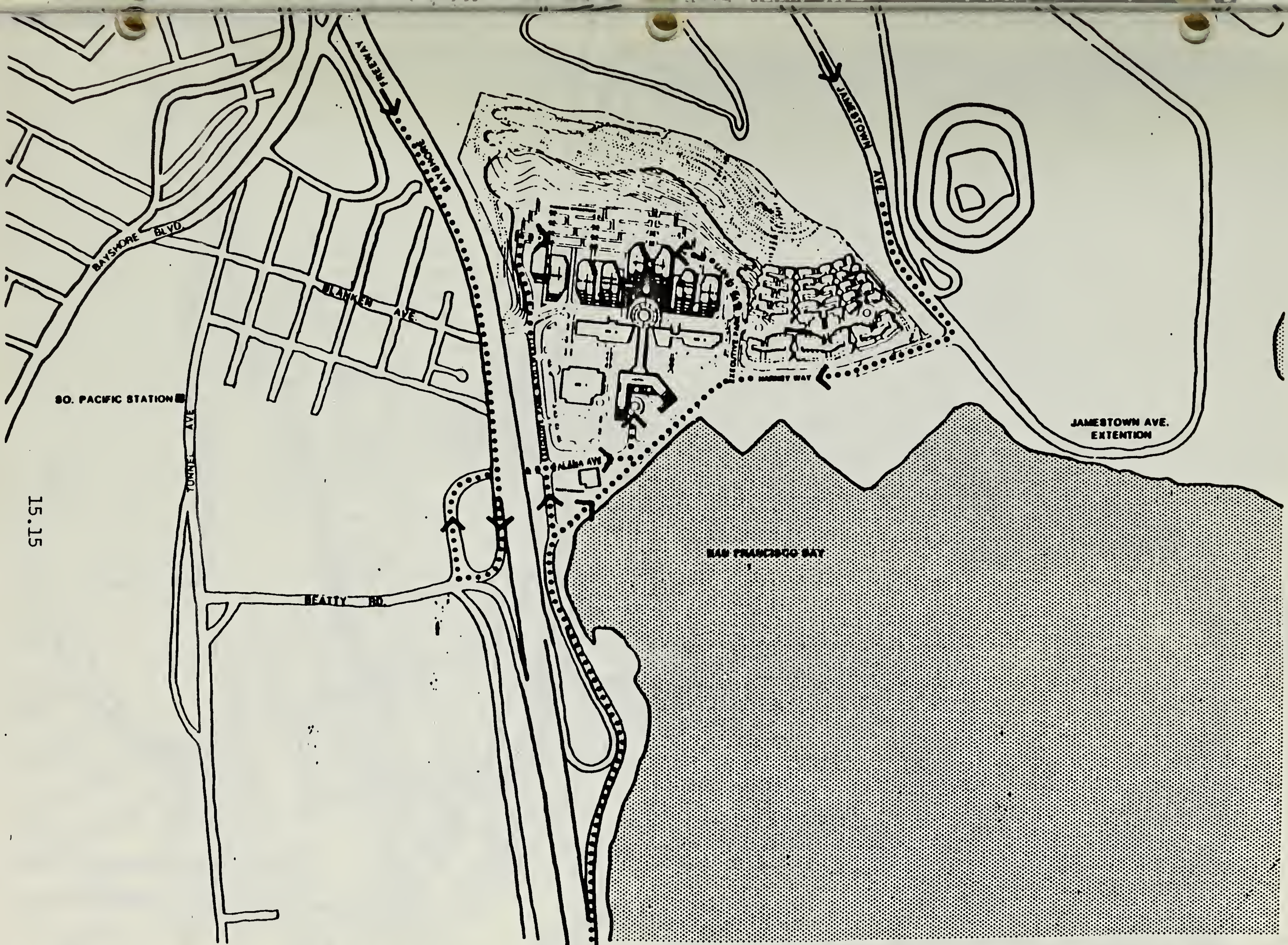
Allow 1.5 parking spaces per unit for residential uses. Parking for retail, and restaurant patrons and visitors shall be provided at no more than two spaces per 1,000 square feet of net rentable floor area, and shall be reviewed at each development phase, based on demonstrated and projected need for parking to accommodate trips from outside the subarea. The amount of parking to be provided for hotel use will be determined at the project approval phase based on projected need for such parking, and shall not exceed one space per guest room.

Develop parking facilities to adequately serve the uses in all commercial buildings, with preferential rideshare and short-term visitor/patron parking provided closest to building entrances, design commercial parking structure to blend visually with the hillside, and soften visual impact of parking facilities by landscaping terraced levels with trees and cascading shrubs.

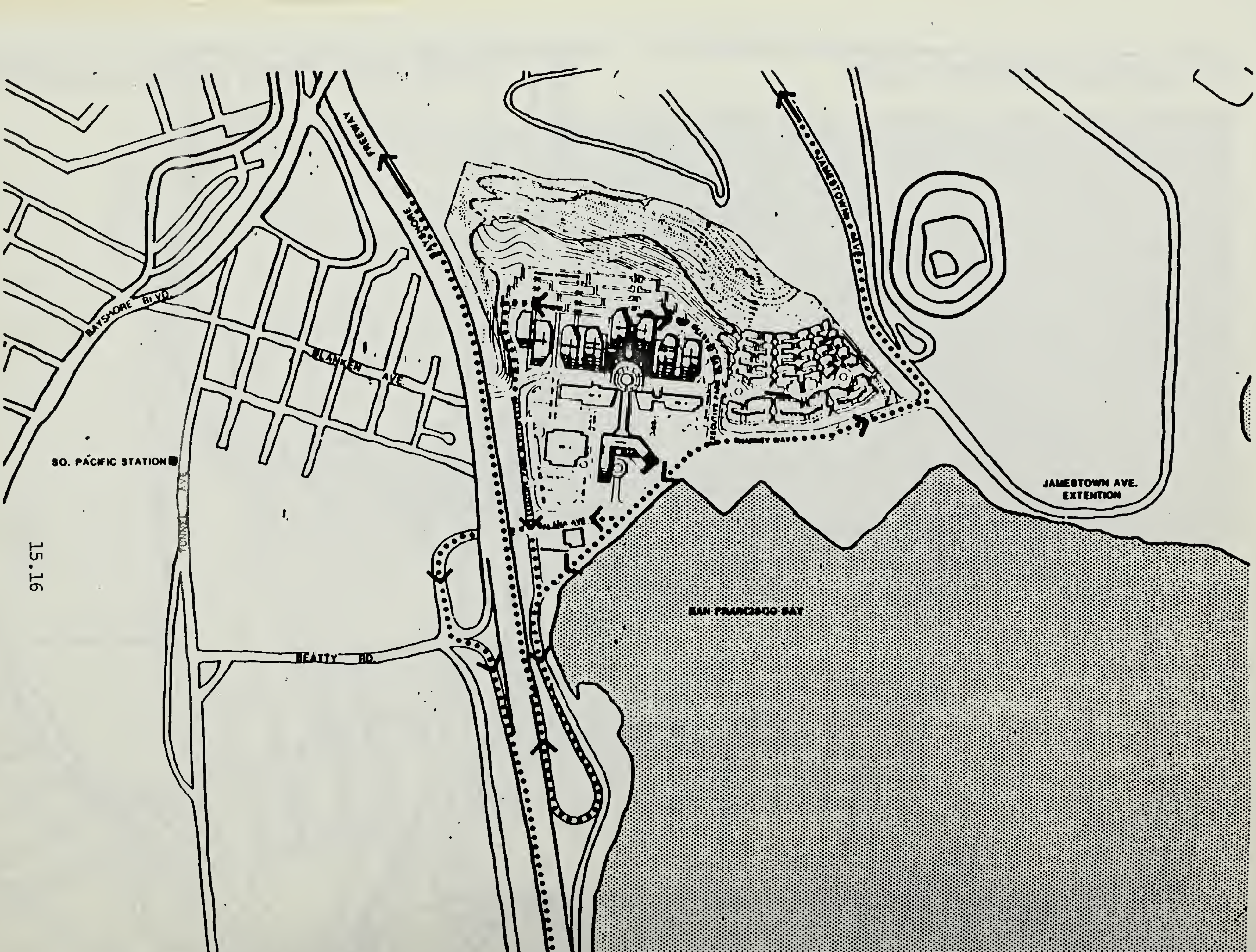
Policy 9: Transit

Provide continuing shuttle service throughout the day between the subarea, downtown and other regional transportation terminals as a supplement to public transit service, with sufficiently short headways to encourage their use and reduce dependency on autos for both commute and non-commute transportation needs. Such shuttle service shall be evaluated every three years to determine if patronage and market are sufficient to support public transit service for both commute and non-commute needs at the same levels of service.

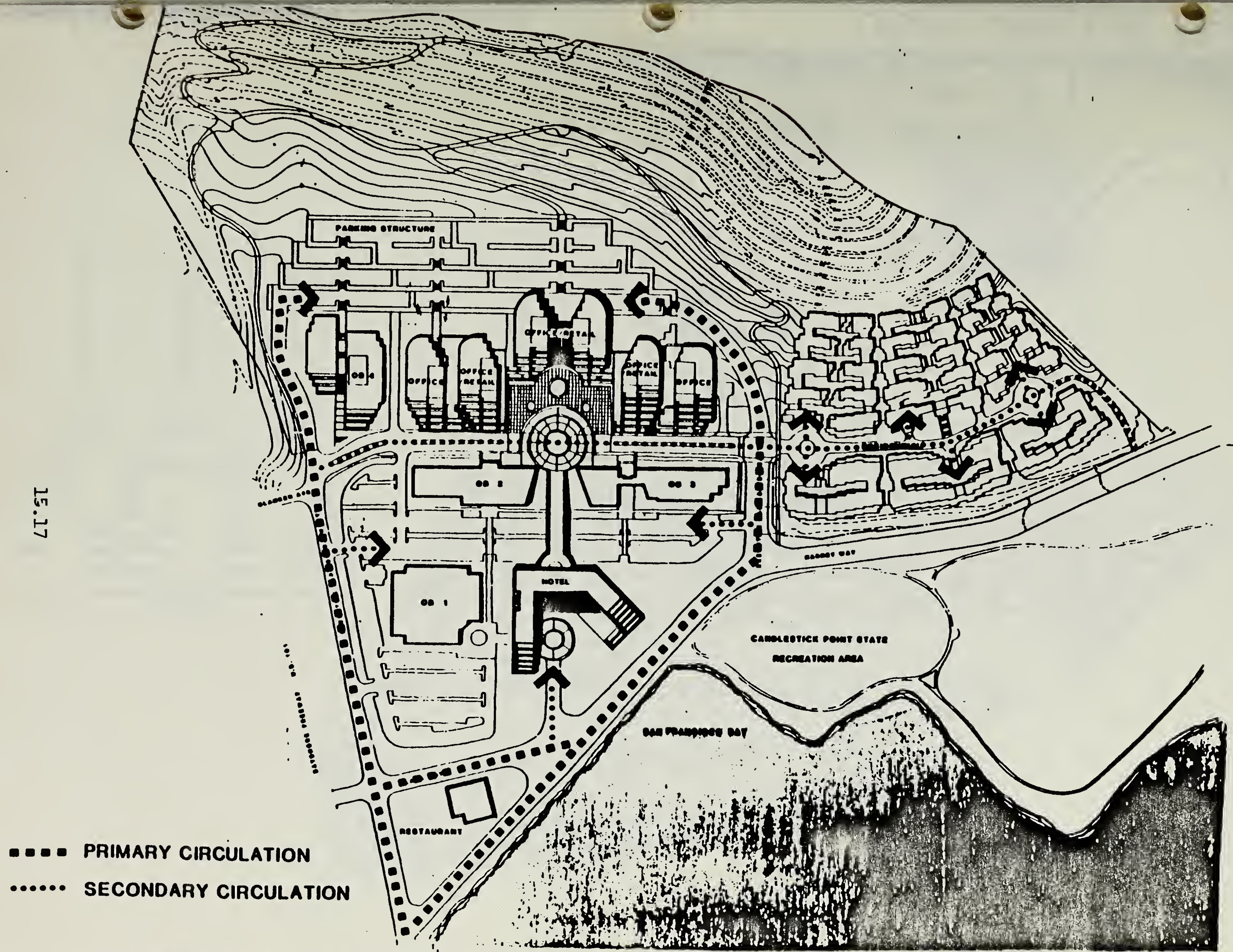

RESIDENTIAL
CANDLESTICK POINT STATE RECREATION AREA
SAN FRANCISCO BAY
OFFICE
OFFICE/RETAIL
MOTEL
PARKING STRUCTURE
RESTAURANT


FREEWAY
BAYSHORE
JAMESTOWN AVE
BAYSHORE BLVD
BLANKEN AVE
SO. PACIFIC STATION
TUNNEL AVE
BEATTY RD.
ALANA AVE
EXECUTIVE PARK
HARNEY WAY
JAMESTOWN AVE.
EXTENTION
SAN FRANCISCO BAY

SAN FRANCISCO EXECUTIVE PARK AUTO ACCESS·FIGURE 2a


BAYSHORE FREEWAY
JAMESTOWN AVE.
JAMESTOWN AVE. EXTENTION
CHARNEY WAY
ALANA AVE
SAN FRANCISCO BAY
BAYSHORE BLVD.
BLANKEN AVE.
SO. PACIFIC STATION
TUNNEL AVE
BEATTY RD.

SAN F ANCISCO EXECUTIVE PARK AUTO EGRESS·FIG E 2b


PARKING STRUCTURE
OFFICE/RETAIL
OFFICE
OFFICE RETAIL
OFFICE RETAIL
OFFICE
HOTEL
OB 1
RESTAURANT
CANDLESTICK POINT STATE
RECREATION AREA
SAN FRANCISCO BAY
■■■■ PRIMARY CIRCULATION
•••••• SECONDARY CIRCULATION

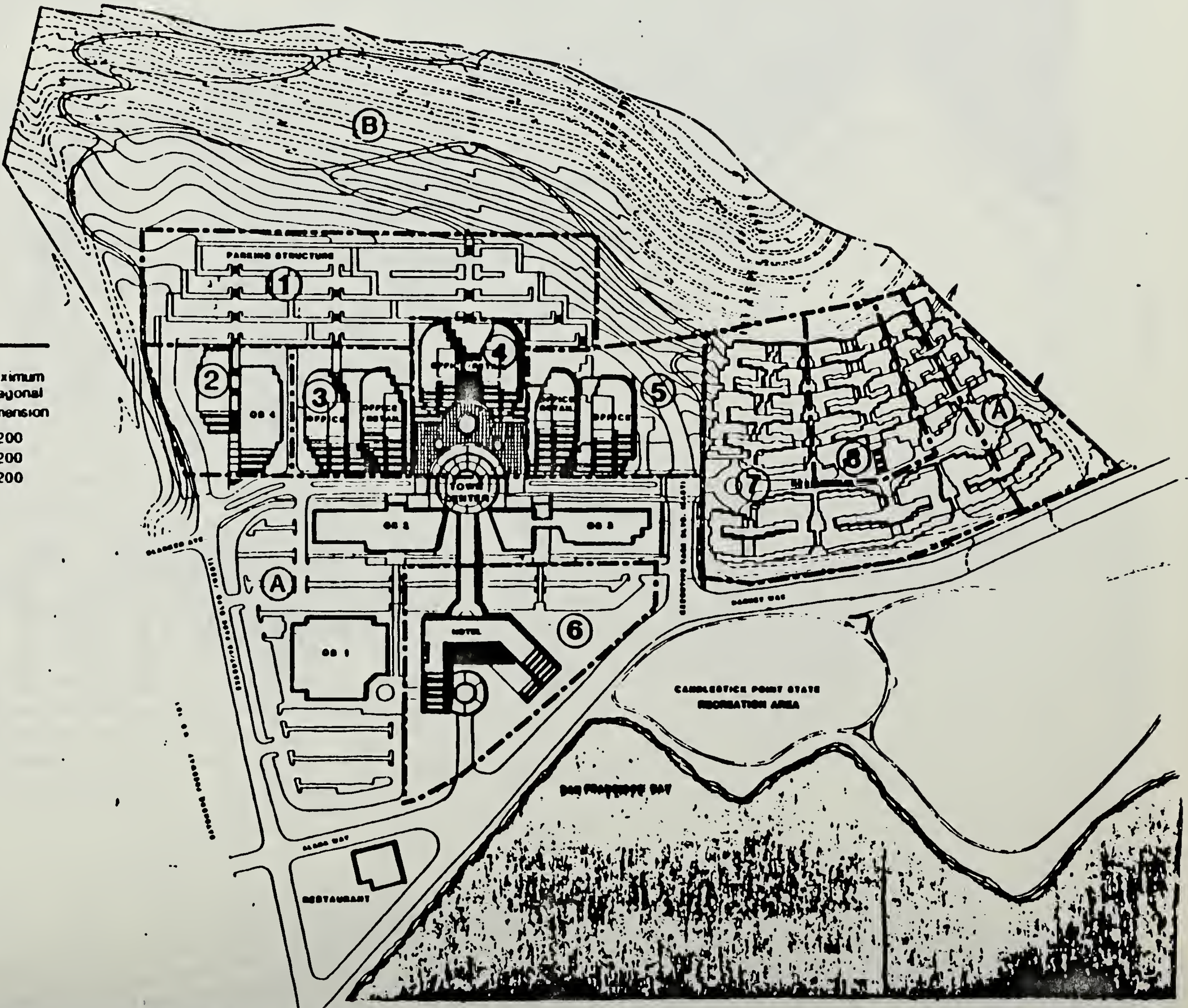
SAN FR NCISCO EXECUTIVE PARK I ERNAL AUTO CIRCULATION · FIG E 2c

BULK LIMITS

Symbol	Height Above Which Maximum Dimensions Apply	Maximum Building Length	Maximum Diagonal Dimension
G	80	170	200
H	100	170	200
I	150	170	200
X	Bulk Limits Not Applicable		

15.18

ZONE	HEIGHT	BULK
1	40	X
2	100	G
3	140	H
4	200	I
5	165	I
6	80	X
7	60	X
8	60	X
A	40	X
B	OS	


B
PARKING STRUCTURE
1
2
3
4
5
6
7
8
A
OFFICE
OS 4
OS 3
OS 2
OS 1
HOTEL
CANDLESTICK POINT STATE RECREATION AREA
SAN FRANCISCO BAY
RESTAURANT

SAN FRANCISCO EXECUTIVE PARK

URBAN FORM PLAN · FIGURE 3

SAN FRANCISCO MASTER PLAN

RINCON HILL

III. OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT AND CONSERVATION

The following objectives and policies will apply to all future development in Rincon Hill.

LAND USE

Objective 1:

- o To create a unique residential neighborhood close to downtown which will contribute significantly to the city's housing supply.

Objective 2:

- o To create space for additional uses which will provide needed services for the resident population.

Objective 3

- o To allow existing industrial, service and office uses to remain and create new such uses in designated locations.

Policies:

Rincon Hill should be divided into two subareas: residential and commercial/industrial. The subarea boundaries are shown on Map 6.

Residential

A limited area at the top of the hill should be designated for development of up to four tall residential buildings. Various bulk and set back rules should be applied to prevent the buildings from becoming too massive and overwhelming the area. Service retail uses at some locations and low-rise row housing along a pedestrian street running southwest to northeast from the top of the hill to the Bay should be provided. A limited amount of commercial use (one square foot for every 6 square feet of residential space) should also be permitted at the base of the residential structures to screen the parking and create daytime activity in the area. New development should be required to provide some open space available to the general public.

The area generally east and west of the higher height district should be developed predominantly with midrise residential structures.

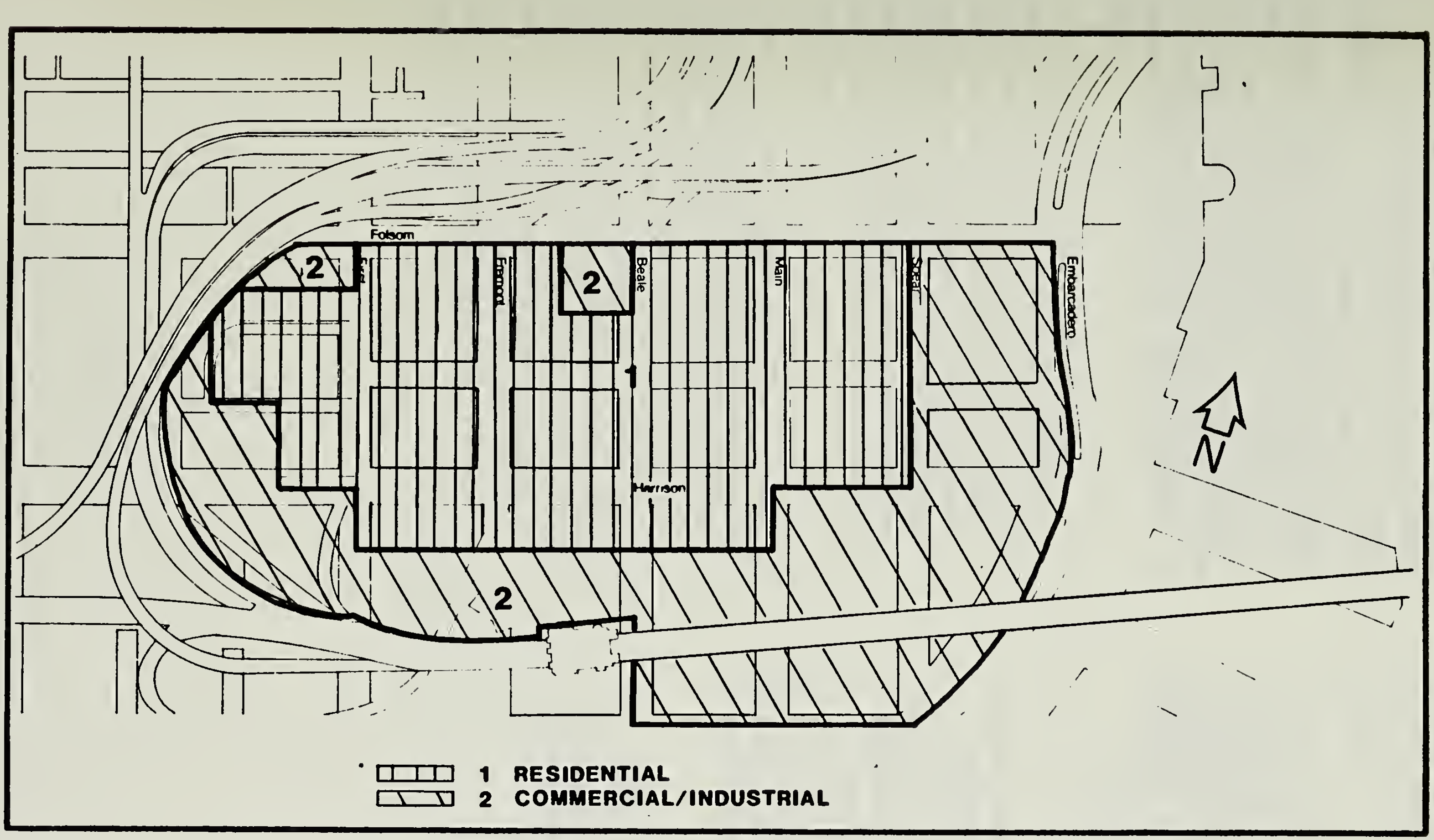
Commercial/Industrial

This designation should apply to the properties which roughly encircle the residential areas. (See map.) Controls should be essentially those of the existing light industrial (M-1) use district with some lowering of density allowances and parking requirements and imposition of open space requirements.

This area includes a number of older structures which should be retained and adaptively reused. Height, bulk and FAR requirements should be set to encourage infill with new buildings of modest height with large floor areas and simple shapes. Intercept commuter parking facilities could be developed on several sites in this subarea.

Non-Conforming Uses

In the two subareas existing non-conforming uses should be allowed to remain indefinitely, but should be permitted to be changed to uses other than their current use only if such uses are permitted under the provisions of this Plan.


Folsom
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison
1
2
2
2
2
N
1 RESIDENTIAL
2 COMMERCIAL/INDUSTRIAL

MAP 6: LAND USE PLAN

In Block 3766, Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.

HOUSING

Objective 1:

- To provide quality housing in a pleasant environment that has adequate access to light, air and open space.

Policies:

Creation of the amenities of a pleasant housing environment should be the central feature of new development in the area. The open space plan, the pedestrian street, and the various controls on building form proposed in the plan are intended to provide an attractive neighborhood ambience.

One existing environmental characteristic — noise — requires special attention. Portions of Rincon Hill are quite noisy. Sound levels near the Bridge and freeways exceed State and City land use compatibility standards for housing. These regulatory standards are based on average noise exposure in a 24-hour period. In such a setting, occasional noises such as trucks ascending on-ramps at night, become even more irritating.

To address the problem of high noise levels, noise reduction measures for individual buildings should be established and evaluated through the environmental evaluation process.

There are a variety of ways in which the sound coming from the Bridge and freeways can be mitigated for dwellings. Noise control for interior spaces can be provided through sound-rated windows. Other sound attenuation measures such as deep balconies and solid balcony rails will also be necessary. Bedrooms or whole units can be insulated from noise by solaria which provide not only sound insulation but also usable garden space, and on the south, solar heating. To encourage their use, solaria should be permitted to be counted as required private, usable open space.

Objective 2:

- o To lower the cost of housing to make it more affordable.

Policies:

The allowable development envelope should accommodate a large number of units. Maximum design flexibility for unit size should be allowed, permitting the creation of smaller, compact units for smaller households as a means of lowering unit cost.

Developments should combine higher density and smaller unit size with the use of governmental housing finance programs in order to lower unit costs and to make housing more affordable. Tax increment financing or other legal mechanisms might be used so that a portion of the increased taxes from the area could be used to lower housing costs.

Mixed use and flexible parking provisions should be incorporated into zoning controls to provide additional incentives for more affordable housing. Allowing one square foot of commercial for each six square feet of residential use in the Residential Midrise and Highrise areas can help support lower cost units. Parking requirements can be reduced because of the proximity of the area to Downtown and to transit service and the cost savings translated into lower housing costs.

Objective 3

- o To preserve existing housing units on Guy Place and Lansing Street.

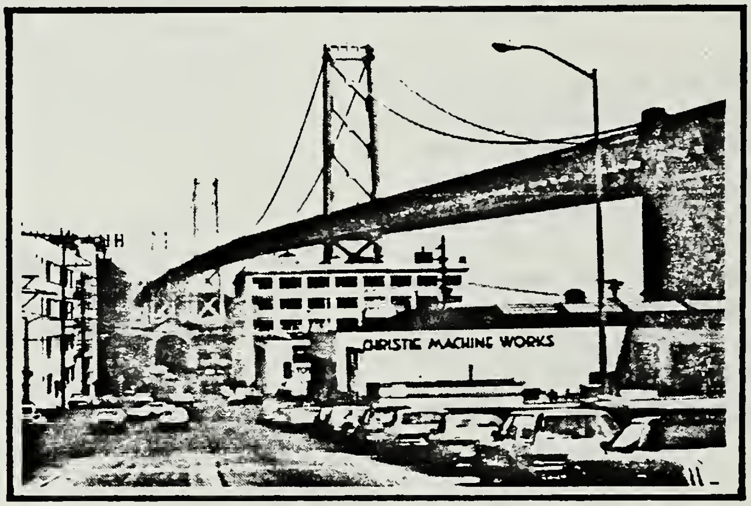
Policies

The existing residential units on Guy Place and Lansing Street should be retained. These two streets contain examples of the residential character which the Plan seeks to enhance and extend along Pedestrian Streets.

URBAN DESIGN

Objectives:

- To achieve an aesthetically pleasing residential community.
- To capitalize on the unique qualities of Rincon Hill, specifically its sweeping views of the Bay, its proximity to downtown, and its relationship to the waterfront and Bay.
- To respect the natural topography of the hill and follow the policies already established in the Urban Design element which restrict height near the water and allow increased height on the top of hills.
- To preserve views of the Bay and the Bay Bridge which are among the most impressive in the region.
- To maintain view corridors through the area by means of height and bulk controls which insure carefully spaced slender towers rather than bulky, massive buildings.
- To reduce the present industrial scale of the streets by creating a circulation network through the interior blocks, creating a street scale comparable to those in existing residential areas elsewhere in the city.
- To reduce the widths of Main, Spear, and Beale Streets to create additional developable area as well as new pedestrian space.
- To keep wind speeds at a comfortable level.
- To encourage a human scale streetscape with activities and design features at pedestrian eye level.



Policies:

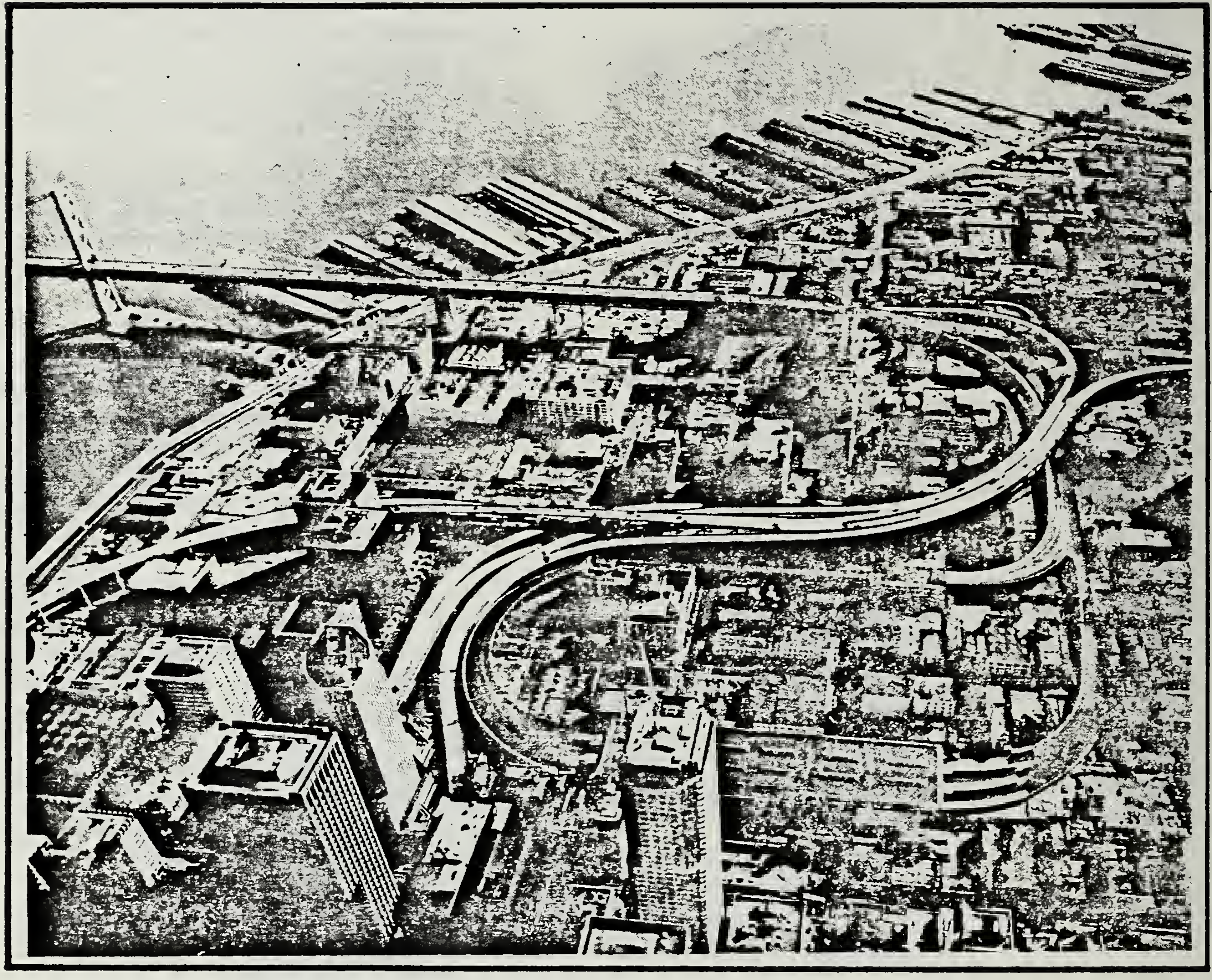
Height and bulk controls are a primary means of meeting the design objectives. The controls should resolve potentially conflicting needs — between creation of views within and from the area and protection of views through the area from other vantage points. Rincon Hill serves as a gateway to the city from the Bay Bridge. Development on the Hill will affect views from the Bridge and the freeways, and views of the Bridge from many places. While protection of these views is necessary, it is the panorama of the Bridge, the Bay and downtown from the Hill that makes it attractive as a housing site. It is not necessary or desirable for the entire Hill to be developed at very high densities or to great height, but there is a need for some special development opportunities to establish Rincon Hill as a residential district.

Accordingly, Rincon Hill should be divided into height districts which follow the design principles applied elsewhere in the city, with lower buildings along the freeways and the waterfront stepping up toward downtown and the hilltops.

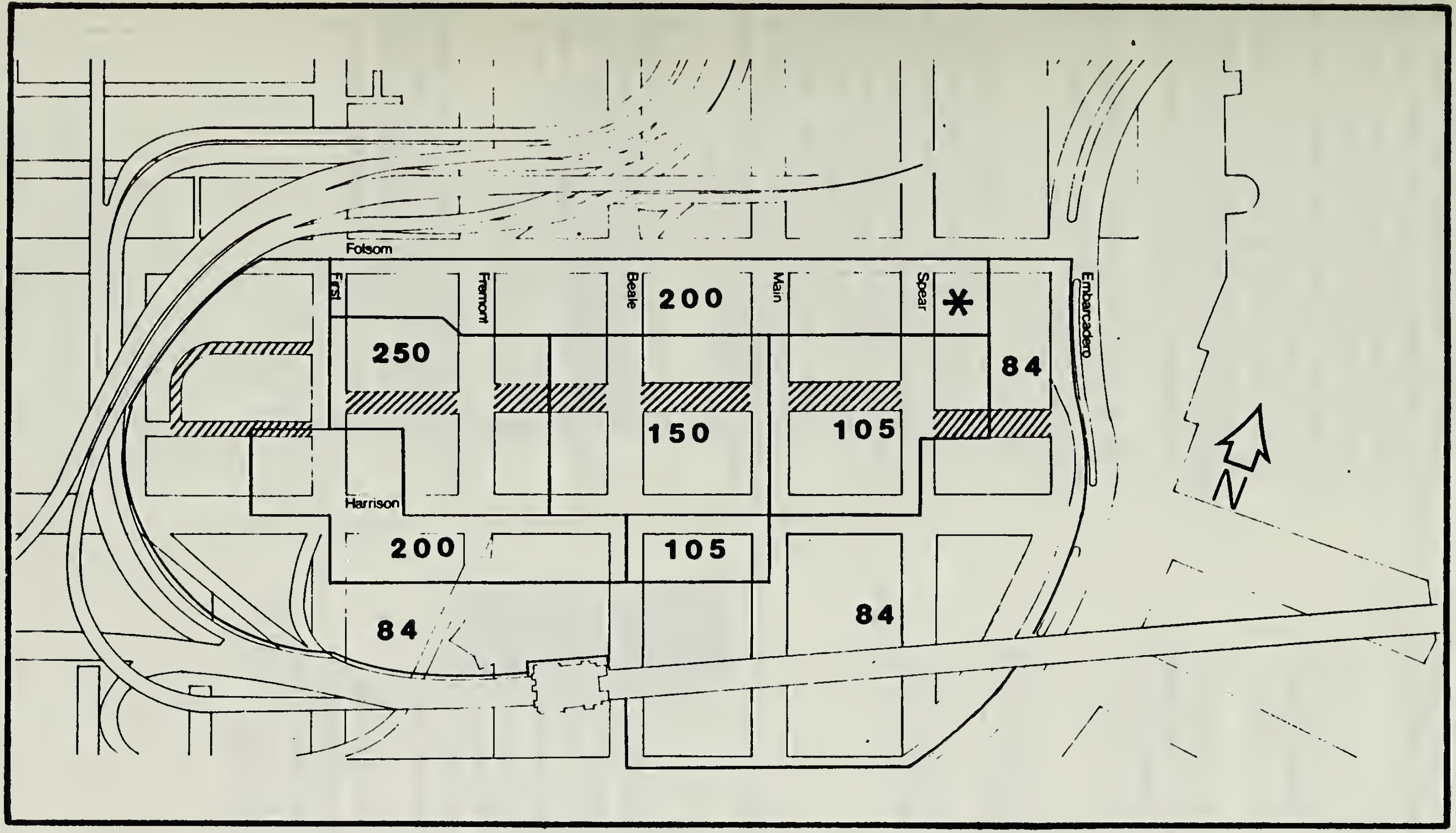
Bulk controls should be applied which make the tops of buildings slender, their silhouettes stepped and tapered.

The height and bulk of specific development projects should conform to the following design policies:

- The highest towers should be clustered near the top of hill with heights stepping down as elevation decreases. The overall form should identify the hill as a distinctive geographic feature of the city.
- Heights of towers should be varied to avoid the visual benching created by a number of buildings whose tops are at the same elevation.
- Towers should be sited in a way that avoids excessive screening of downtown views from the bridge and minimizes shadowing of open space. Therefore, distances between towers in the same height district above 105' should not be less than approximately 150 feet.
- Structures near or adjacent to the Bay Bridge should clearly maintain, and where possible reinforce, the physical integrity of the Bridge's main span as seen from a distance.
- Structures approaching the Embarcadero should step down in height so as to acknowledge the meeting of land and water.
- Building forms should minimize the creation of surface winds near the base of buildings.



RINCON HILL - AS SEEN LOOKING FROM DOWNTOWN TOWARD THE BAY


Folsom
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison
250
200
150
105
84
200
105
84
84
*
N

MAP 7: HEIGHT LIMITS

▨ PEDESTRIAN STREET (SEE MAP 9, PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES)

*Note:

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.

RECREATION AND OPEN SPACE

Objectives:

- To develop facilities for passive and active recreation serving residents, employees and visitors.
- To link the area to the major public open spaces and to the waterfront promenade at the foot of the Hill.
- To coordinate parks and pedestrian pathways with projects encompassed in the Northeastern Waterfront Plan and the South Beach -- Rincon Point Redevelopment Plan.
- To create publicly accessible scenic overlooks and viewing areas.
- To create an inviting and pleasant pedestrian corridor to the Financial District.

Policies:

Public Open Space

Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets, sidewalk widening and reservations of open space are mandated in the Plan for Blocks 3744-3748. These requirements should count in meeting a portion of each development's public open space requirement provided the areas are beautified with lighting, decorative paving, seating and landscaping. In addition to these basic requirements on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on ground floor or above, subject to review and approval by the City Planning Commission.

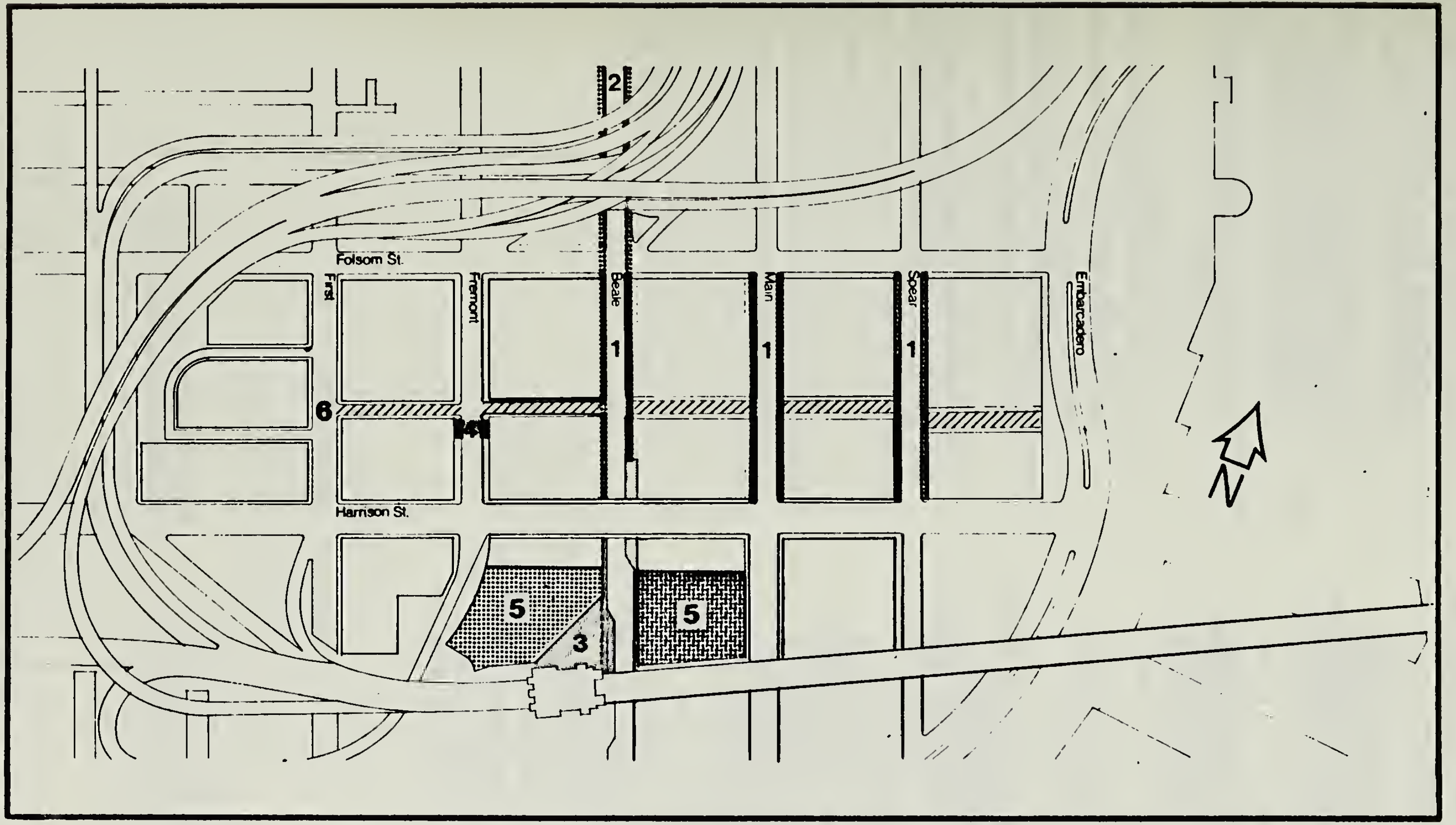
The open spaces should facilitate pedestrian movement as well as provide areas for people to sit and relax. Such spaces may include plazas, garden parks, galleries, and sidewalk arcades on the development parcel. If individual parcels are too small to provide quality public open space through such requirements as pedestrian streets, the public open space requirements should be permitted to be satisfied by joining with other developers to create larger recreational spaces on designated sites within the district, if approved by the Planning Commission.

Map 8 illustrates opportunities for open space. They include the following features and locations:

1) Widening of sidewalks, decorative paving, lighting, seating and trees along Beale, Main and Spear Streets between Harrison and Folsom Streets. The widened portion of the sidewalks may be credited against the open space requirement. The other sidewalk improvements would be required but not counted in meeting the 20% requirement.

2) Widening of sidewalks, decorative paving, lighting, seating and trees along Beale Street north of Rincon Hill to Howard Street, to provide a pleasant walk to and from the Financial District.

3) Creation of publicly accessible open space and a scenic overlook adjoining the Bay Bridge anchorage on Beale Street south of Harrison Street



Folsom St.
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison St.
1
1
1
2
3
4
5
5
6
N

MAP 8: PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES

LEGEND:

1. SIDEWALK WIDENING, STREET BEAUTIFICATION
2. SIDEWALK WIDENING, STREET BEAUTIFICATION, TO CREATE PEDESTRIAN CORRIDOR TO FINANCIAL DISTRICT.
3. PRESERVE OPEN SPACE AROUND BAY BRIDGE ANCHORAGE
4. CREATION OF WIDE PEDESTRIAN OVERPASS
5. RECREATION FACILITIES ON ROOFTOPS OF POTENTIAL INTERCEPT PARKING STRUCTURES
6. CREATION OF A PEDESTRIAN STREET NETWORK

4) Creation of a wide pedestrian overpass over Fremont Street, linking the residential uses on either side of the street. The overpass could be as wide as 70 feet and developed as open space and could include minor low structures incidental to open space use.

5) Creation of recreation facilities on the roofs of intercept parking garages on Beale and Main Streets should they be constructed.

6) Creation of a pedestrian/open space circulation network through Assessors Blocks 3744-3748.

Private Residential Open Space

In addition to public open space, residential open space should also be provided in relation to a development's residential area at a ratio of one square foot per 13 square feet of residentially occupied space.

Most of the residential open space should be in common areas for the residents of the development; however, up to 40% could be private in that it is for the use only of the residents to which it is attached. Common residential open space may be in the form of inner courts, on-site recreational facilities, roof decks, patios, sun and view terraces or congregate solariums. Some of the public open space should be counted as residential common open space if provided on the ground floor in the form of an urban park, community garden or other open space conducive to residential activity.

CIRCULATION

Objectives:

- To create safe and pleasant pedestrian networks within the Rincon Hill area, to downtown, and the Bay.
- To reduce widths of selected streets to those which meet circulation needs and complement residential use.
- To improve transit service to and from Rincon Hill.
- To provide sufficient off street parking space for residents.
- To encourage creation of intercept and joint use parking structures.
- To reduce congestion at bridge ramps by improving loading patterns.

Policies:

Vehicular Streets

Main, Beale and Spear Streets have low volumes of traffic and are needlessly wide. Creation of more intimate, residentially-scaled streets will help change the industrial character of the Hill. The darker hatchings on Map 9 represent portions of publicly-owned street right-of-way which could be sold to abutting property owners and incorporated into adjacent development.

Pedestrian Street

The concept of the pedestrian street is based on the Dutch woonerf, where residential and pedestrian functions clearly predominate over regular provision for traffic. Such a facility provides a meandering streetscape which appeals to pedestrians with special landscaping and street furniture. It is intended to provide vehicular and pedestrian access to residences in the immediate vicinity and to serve as a place where residents can enjoy open space. It may also contain small shops. Over 800 such woonerven have been created in the Netherlands, and the beginnings of such street use patterns exist in parts of San Francisco, as well.

Harrison and Folsom Streets, the Hill's two east-west streets, which are unpleasant for pedestrians will remain as major vehicular traffic corridors regardless of what happens to the Embarcadero Freeway in the future. Therefore, as a key organizing feature of the Rincon Hill Plan, a new east-west circulation system should be created in the middle of the long blocks between Folsom and Harrison Streets. These accessways will establish a domestic scale reminiscent of the city's established residential neighborhoods, and when completed, will provide a pedestrian route from the top of the Hill to the Embarcadero Promenade on the waterfront. In some cases the pedestrian street will also provide limited vehicular access.

Map 9 shows the approximate location of the pedestrian street. The specific proposals for each segment of the system are as follows:

Assessor's Block 3748 (First, Folsom, Fremont, Harrison) Public access across this block may occur at grade between First and Fremont or may begin at grade at First Street and link to a pedestrian bridge across Fremont Street.

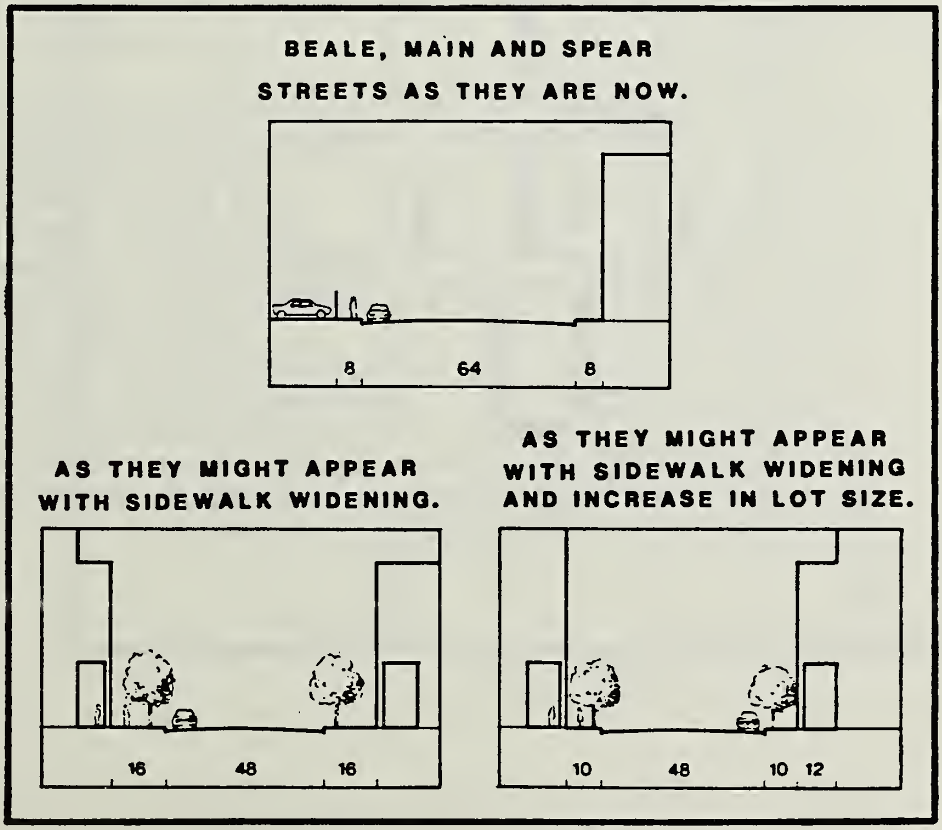

BEALE, MAIN AND SPEAR STREETS AS THEY ARE NOW.
8
64
8
AS THEY MIGHT APPEAR WITH SIDEWALK WIDENING.
16
48
16
AS THEY MIGHT APPEAR WITH SIDEWALK WIDENING AND INCREASE IN LOT SIZE.
10
48
10
12

FIGURE 3: PROPOSED STREET TREATMENT

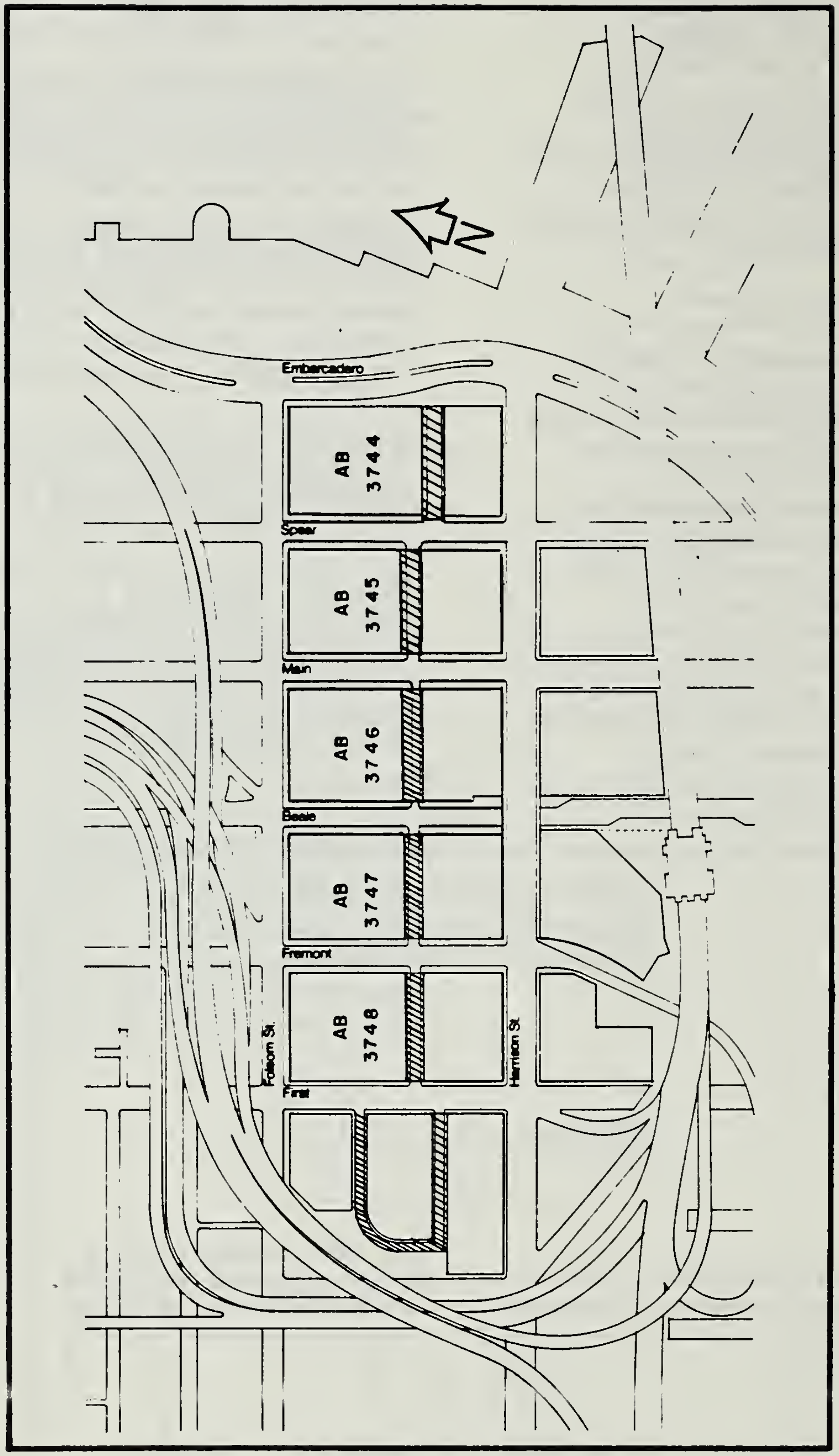

N
Embarcadero
AB 3744
Spear
AB 3745
Main
AB 3746
Beale
AB 3747
Fremont
AB 3748
Folsom St.
Harrison St.
First

FIGURE 4: PEDESTRIAN STREET LOCATION

Assessor's Block 3747 (Fremont, Folsom, Beale, Harrison) Pedestrian access is required across this block at grade, but vehicular access is optional. Developers of the site should provide a stairway linking the upper Fremont Street section with lower Beale Street. A major opportunity for a small open space node exists at Fremont Street.

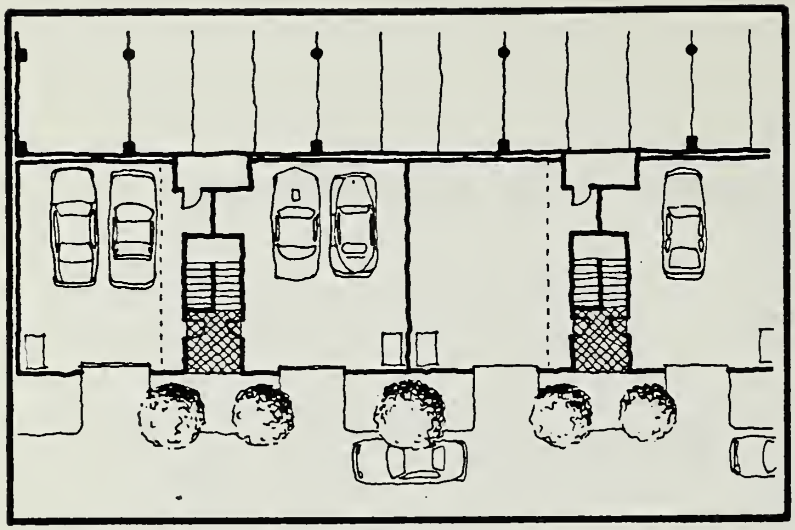
Assessor's Block 3746 (Beale, Folsom, Main, Harrison) Access must be provided across this block at grade. Service retail must be provided at the Main and Beale Street corners of the pedestrian street.

Assessor's Block 3745 (Main, Folsom, Spear, Harrison) Access must be provided across this block at grade. Service retail must be provided at the Spear and Main Street corners of the walkway.

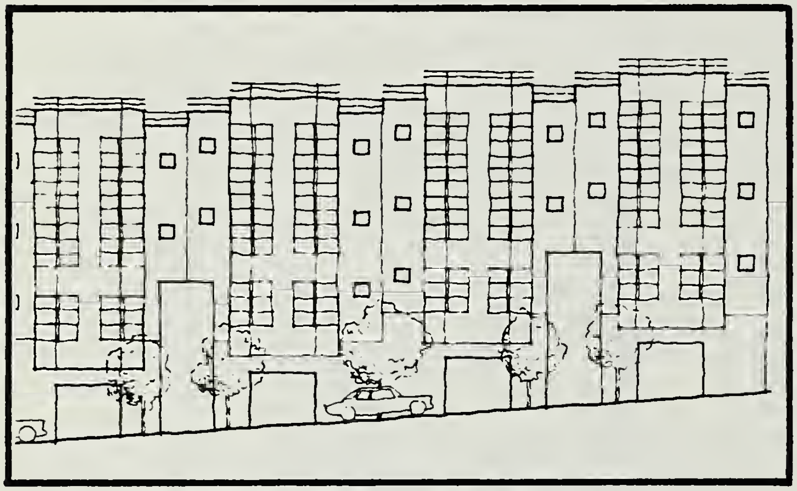
Assessor's Block 3744 (Spear, Folsom, Embarcadero, Harrison) Public access through a pedestrian street must be provided across this block, making use of the existing courtyard and arcade. Service retail must be provided on the north side of the pedestrian street.

Transit

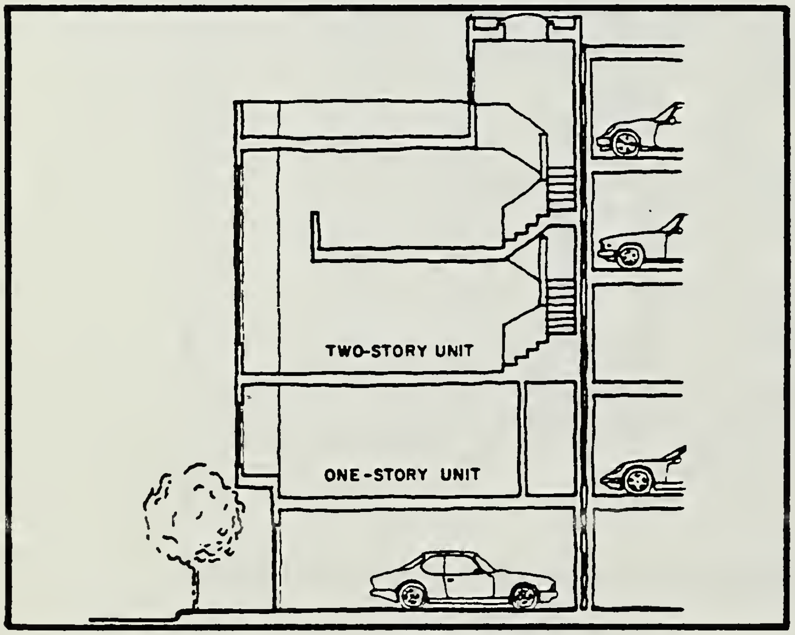
As daytime and evening population increases, transit services will need to be established to serve Rincon Hill. Residential areas need all day local service, and with this neighborhood's proximity to downtown, limited or express service is not necessary. Several lines, including the 1-CALIFORNIA or 41-UNION or some other Muni line, could all be extended to Rincon Hill. Any of the routes would use Beale Street is both directions, using a northbound transit only contraflow lane, between Howard and Bryant.



GROUND PLAN: PARKING & ENTRIES



ROW HOUSES ALONG PEDESTRIAN STREET



SECTION AT ROW HOUSE & GARAGE

FIGURE 5: ROW HOUSE DESIGN

Parking

Row Houses and Parking Camouflage. Residential highrises will generate the need for large amounts of parking. It is important to prevent large parking structures from exacerbating the harsh street scene on the Hill. To create an urban setting like that of the city's residential neighborhoods, the circulation system should be lined with row houses which conceal large parking structures behind them. The facing drawings show one way to accommodate walkup units on the pedestrian streets. The design of these row houses should be subject to regulations similar to the residential design rules applied elsewhere in the city, but should be adapted to this special circumstance.

Accessory Parking. The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to downtown and proposed new transit also makes it possible to relax the standard one for one residential parking requirement to one space per four units. Similarly, the parking requirement for offices can be reduced to one space per 1,500 square feet of commercial space.

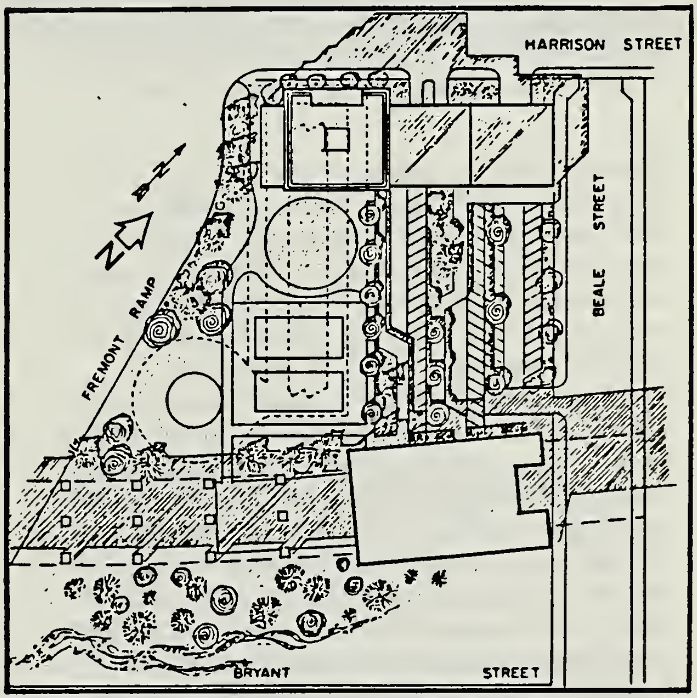
In Lieu Parking Fees. Instead of providing required parking on-site, a developer should be able to make an in-lieu fee contribution to a nearby off-site facility.

Intercept Commuter Parking. Those portions of two blocks bounded by the Bridge on the south, and by Fremont, Beale, Main and Harrison, including also those portions inside the midrise residential district would be appropriate for parking facilities for downtown commuters because of their proximity to freeways and to projected transit along The Embarcadero.

The top levels of intercept parking facilities that would otherwise be exposed should be covered with a roof to be used for recreation and open space purposes and/or should be effectively screened from view from above with such devices as boxed trees, landscaped trellises, and decks.

Improving Bridge Ramp Flow

The present congestion at the First and Harrison intersection and vicinity is not due to the capacity of the intersection itself, but rather to the confluence of a number of entry points to the Bay Bridge, including the A/C Transit buses ramp in one segment of the Bridge. Ramps for buses and carpools on the north side of the bridge should be combined to alleviate stacking which congests First and Harrison at peak commute times.



DICK GAMBLE

FIGURE 6:
ROOFTOP OPEN SPACE OVER INTERCEPT COMMUTER PARKING

PRESERVATION

Objective:

- To preserve and adaptively reuse those buildings in the area which have particular architectural or historical merit or which provide a scale and character of development consistent with the Plan.

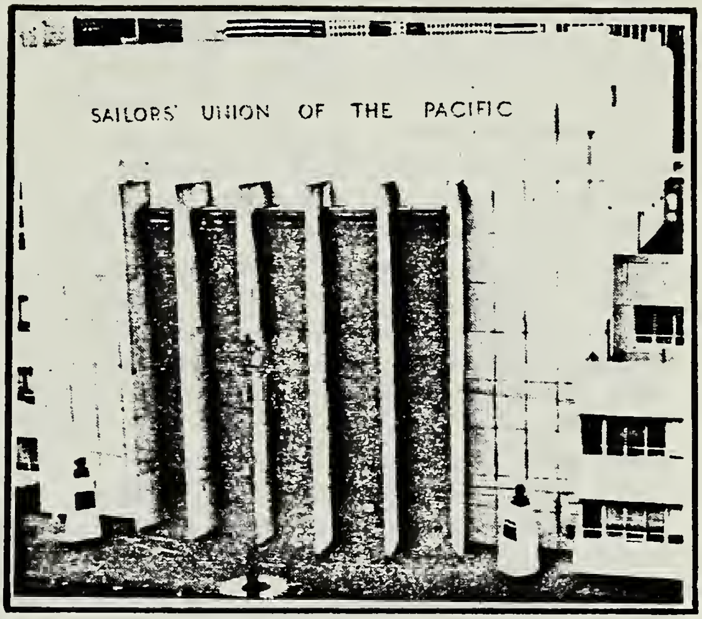
The existing architecture of Rincon Hill is predominantly industrial in character, encompassing a wide spectrum of styles and building types. As was the case in manufacturing districts throughout the city, buildings were set on large lots with little regard for their neighbors. In the 1930s, the construction of the Bay Bridge and James Lick Freeway contributed to the further fracturing of the industrial area.

Despite the apparent randomness of the existing streetscapes, several buildings command particular interest. The great facades with their large window expanses -- the result of a need for ambient light -- and innovative massing plans illustrate a series of developments in industrial architecture. From the calm severity of the Hathaway Warehouse, one of the oldest of such structures in San Francisco, to the bold polychromatic lines of the Union 76 Building, a wide variety of architecture is represented. While factories and warehouses originated as severely utilitarian buildings, those of the late nineteenth and early twentieth centuries show a more deliberate attempt at a stylistic treatment. In some cases, the facades are as formal as those of office buildings in their articulation by a strict order of piers and symmetrical compositions. The use of reinforced concrete structural systems also permitted greater freedom in the choice of cladding material as well as in the application of decorative detail.

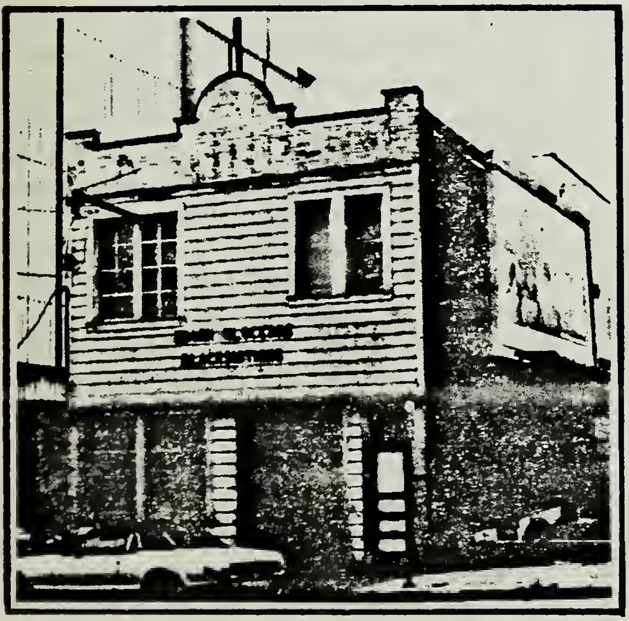
Policies:

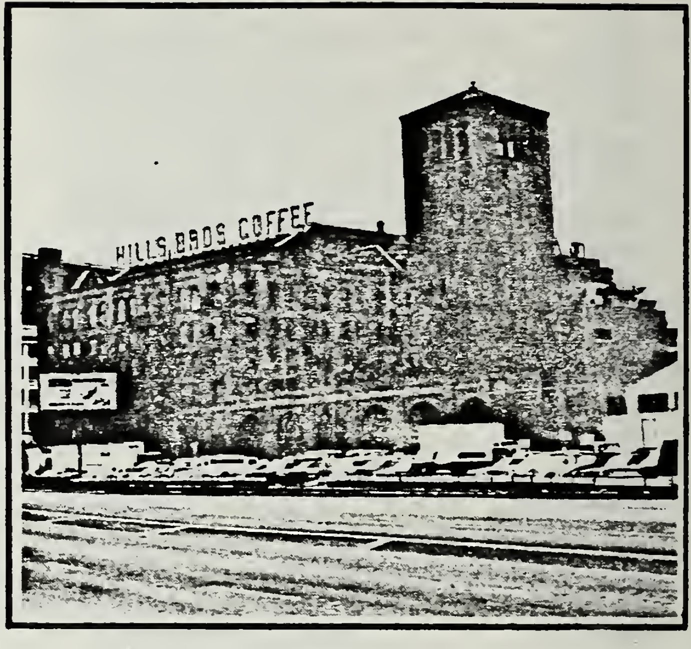
While most of the land within the Rincon Hill area is suitable for new development, there are a number of buildings which have been rated to be Significant Buildings based on their architectural and historical attributes and their preservation should be encouraged. (See Map 10 for location of specific sites.) The following guidelines should be applied in reviewing development on the sites of these buildings.

Site 1 - Sailors Union of the Pacific: 450 Harrison Street. The Sailors Union of the Pacific is a monumental granite block with two separate compositional sections. While the building's two wings are characterized by long horizontal window bands, the central section is essentially a great concrete block with an enframed window wall entrance. A series of six concave piers, connected by wave panels and banded tubing, frames the tall vertical windows of the entrance. The grey facade walls surrounding this design are blank. The facade, designed by William Gladstone Merchant, bears a marked resemblance to his "Pacific House", the theme building of the 1939-40 exposition on Treasure Island. Its "streamlined-moderne" idiom exhibits a monumentality rare for this style in the Bay Area. The rear portions of the lot, currently used for parking, should be used as a housing site. A building which both obscured the blank northern sidewalls and continued the horizontal window bands of the western facade could improve the quality of the streetscape along First Street.

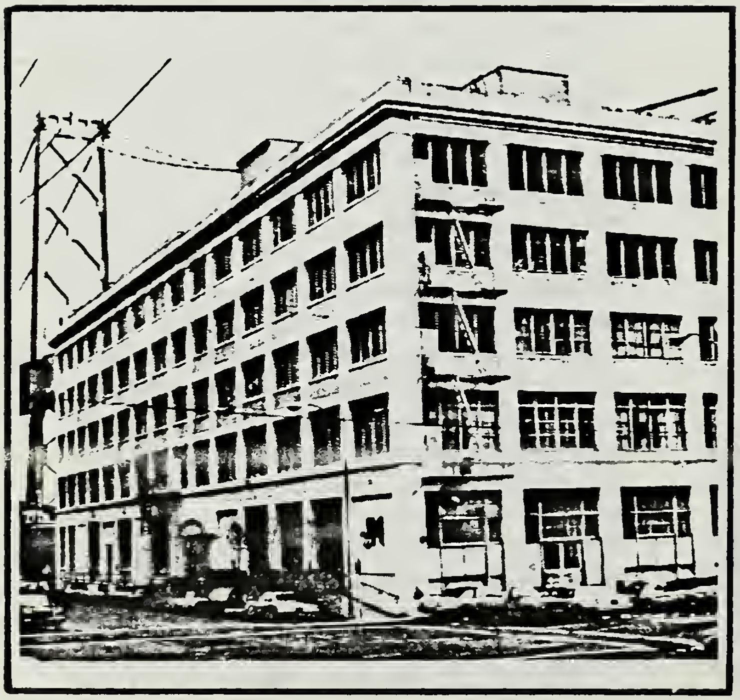


Site 2 - Klockar's Blacksmith Shop: 443-7 Folsom Street. This landmark building houses one of two known extant blacksmith operations in San Francisco -- a far cry from the days when forges blazed and anvils rang from scores of smiths throughout the city. Once essential as mechanics in everyday operations of the city, many of the smiths also ranked among the finest craftsmen and artists. The two-story Blacksmith shop is a wood frame structure concluded by a parapet roof, whose profile is characteristic of the Mission Revival style. A very fine example of western vernacular architecture, the building's "western style" frame facade would have been at home in any of hundreds of late 19th Century towns and villages in the American West. The rest of the lot also contains two auxilliary structures. Because of its uniqueness, the existing use should be retained if possible even though relocation might be necessary to achieve the housing goals of this Plan.

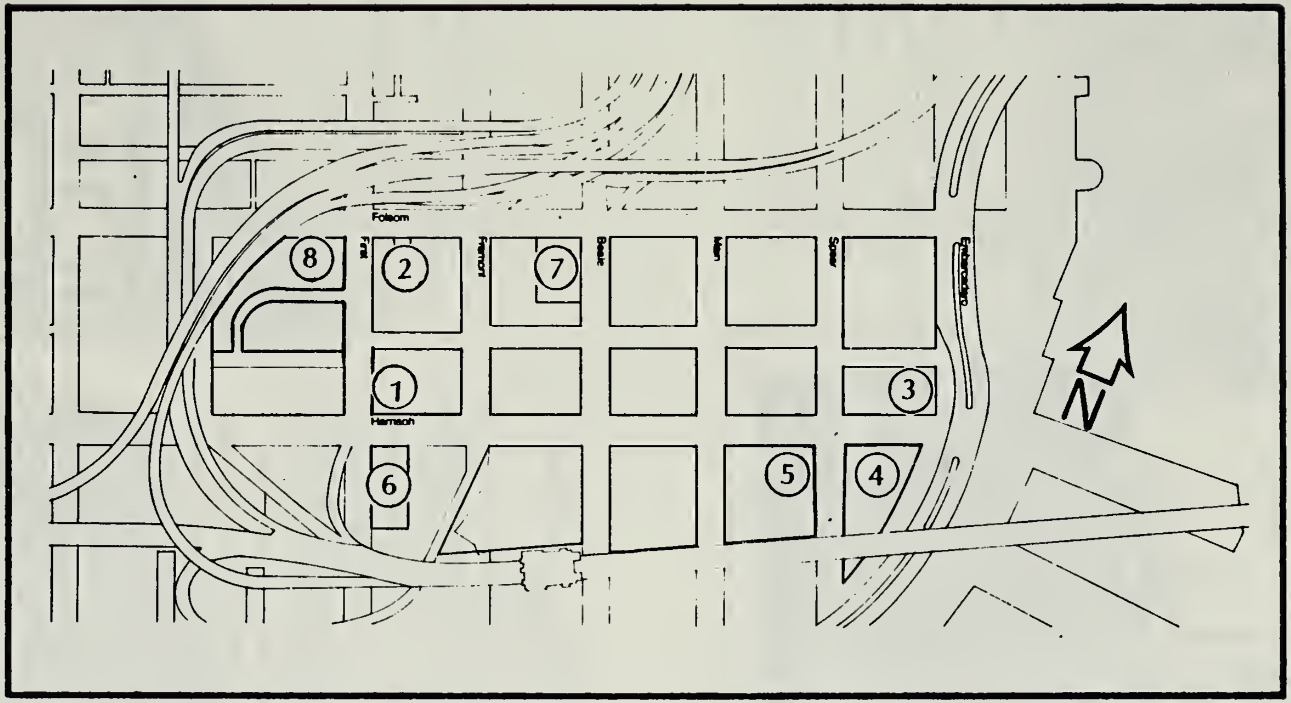




Site 3 - Hills Brothers Coffee Company: 2-30 Harrison Street. Hills Brothers is the largest and most impressive of all coffee buildings along the waterfront. It was built in 1924 having been designed by George Kelham, whose other work includes the Standard Oil and Shell Buildings, the Hills Brothers packing and roasting building is a red brick block with a 175-foot tall square tower. Romanesque arches on the ground and fifth stories and a cornice composed of smaller arches are used to articulate the massive facade. The building is also decorated with pattern brickwork and elaborately crafted bronze grillwork doors. The great tower, generally without fenestration, contains a series of round arches on its upper section and is capped by a pyramidal red tile roof. It was designated a local landmark in 1982. It should remain essentially intact. The 1950s addition to the north should be replaced with a structure more compatible with the landmark building.



Site 4 - Joseph Magnin Warehouse: 29-35 Harrison Street. This five-story reinforced concrete warehouse was designed by George Applegarth in 1918 for the A.B. Spreckels Securities Co. The five-story block is faced in white concrete, relieved by a rusticated stucco base. The three-part composition is divided by giant pilasters into a series of great horizontal windows whose six-lite pivotal windows are divided by industrial sash. Decorative elements include ashlar scoring of the exterior walls, and brick spandrel panels below each window bay. A restrained classical cornice concludes the powerful industrial design. Due to its massive floor plates, a penthouse addition set back from the sight lines on the street could be permitted.


Folsom
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison
N
1
2
3
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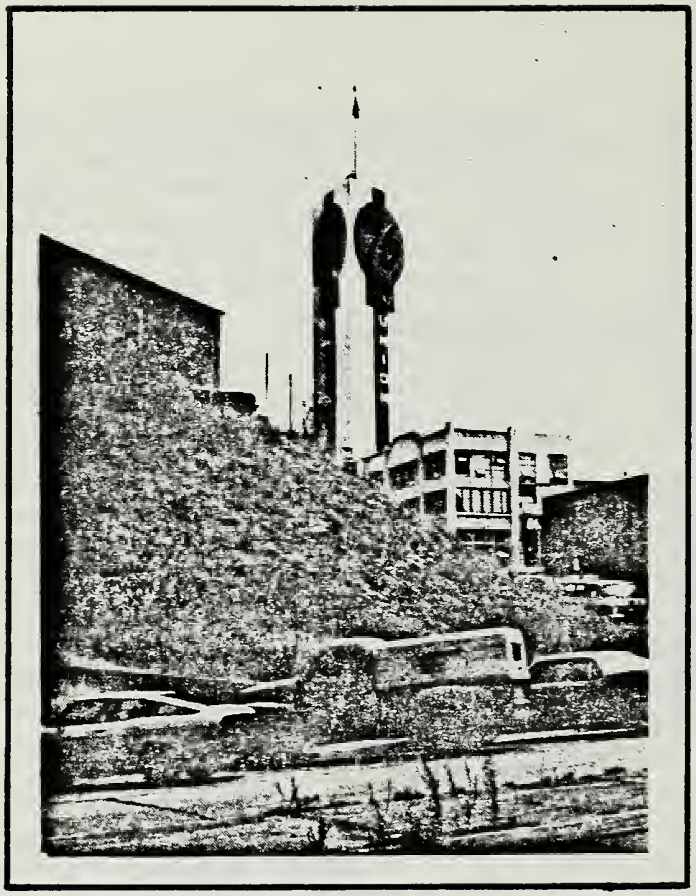
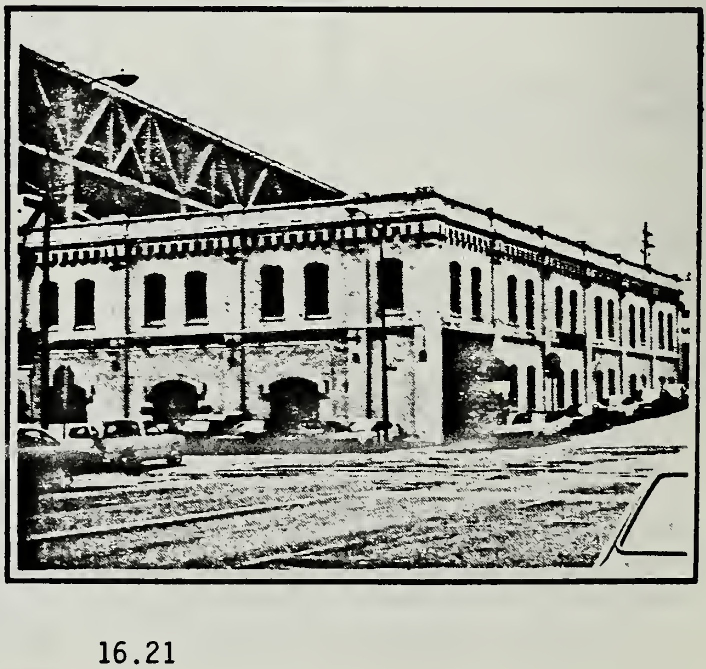
MAP 9: LOCATION MAP FOR SPECIFIC PRESERVATION

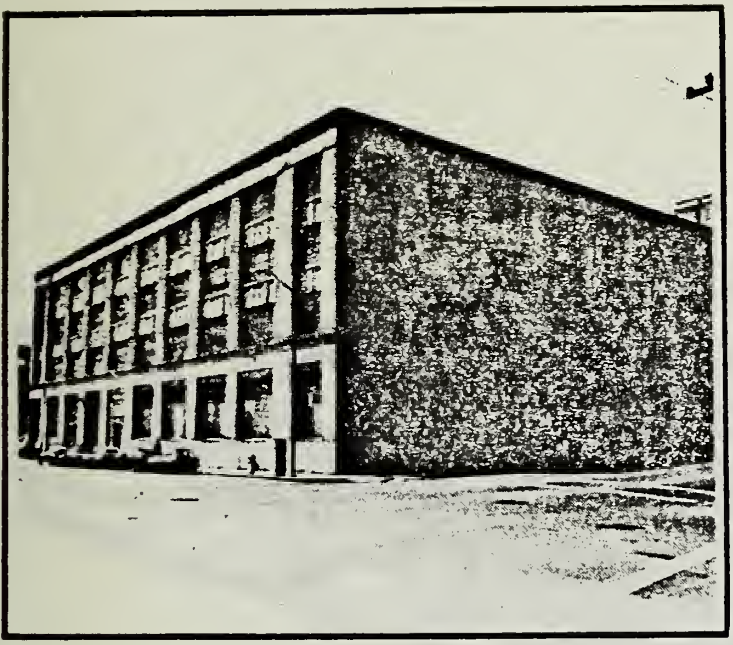
1. SAILORS UNION OF THE PACIFIC
2. KLOCKAR'S BLACKSMITH SHOP
3. HILLS BROTHERS
4. JOSEPH MAGNIN WAREHOUSE
5. HATHAWAY WAREHOUSE
6. UNION OIL COMPANY BUILDING
7. COFFIN-REDDINGTON BUILDING
8. GIMBLE BROTHERS CANDY FACTORY



Site 6 - Union Oil Co. Building: 425 First Street. The Union Oil Company Oil Building (1954) is a two-part Art Moderne office block with adjoining tower. The vertical tower — in the shape of a pylon — provides an excellent counterpoint to the office block, characterized by horizontal window bands on a glazed white tile facade. Blue belt courses and glass block windows accentuate the streamlined office design. Its architect, Lewis Hobart, took advantage of an elevated site to design a 138-foot triangular tower, whose white cladding is relieved by a vertical blue strip and orange triangle bearing the name of the company. The tower is not only an advertisement for the company, but also the most prominent point of reference for Rincon Hill. A great digital clock also displays the time to travelers enroute to the Bay Bridge or nearby freeways. Since portions of the site are used for parking and vehicular movement, the site could accommodate additional development consistent with the scale and character of the existing building.

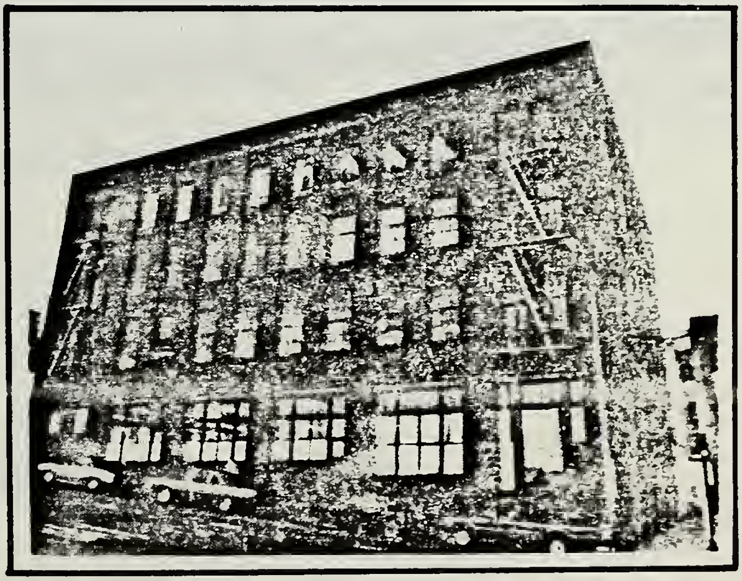
Site 5 - Hathaway Warehouse: 400 Spear Street. One of the oldest extant warehouses in the city, the ground story of this splendid brick structure has its origins in the third quarter of the 19th Century, possibly as early as 1856. Additions to the Harrison Street facade were completed in 1875 and the upper sections of the building were completed by about 1900. The two-story brick building, now painted a cream color, is distinguished by projecting brick hood mouldings on the ground floor along Spear Street. Brick pilasters with corbelled capitals divide the facade into a series of paired window bays. A projecting belt course separates the two stories on the building's facades. As late as 1919, its length was virtually double that of today. Around the turn of the century, another portion of it may have been demolished. Because of its small size it would be difficult to alter or add to the building without signficantly harming its integrity and therefore it should be retained intact.

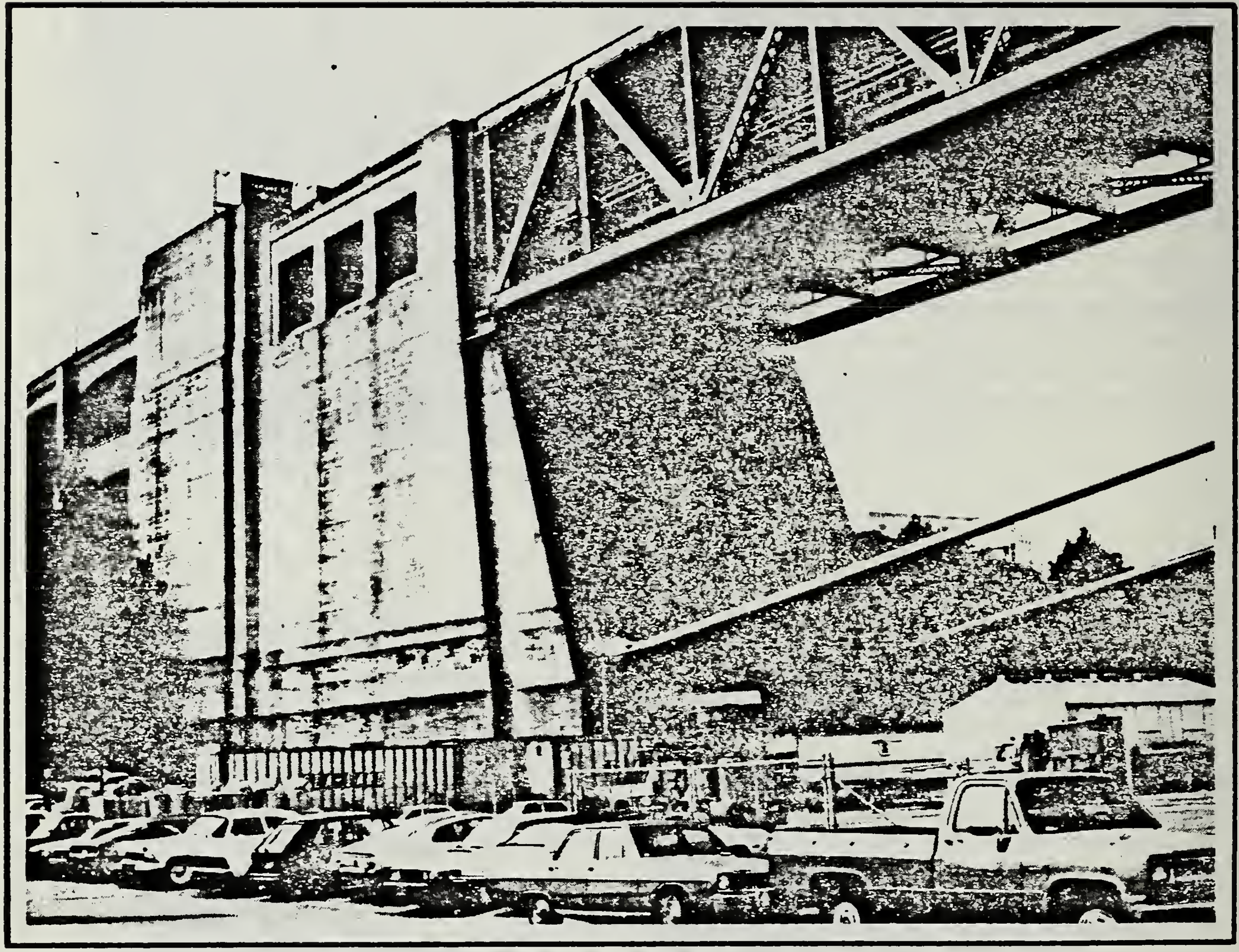




Site 7 - Coffin-Reddington Building: 301 Folsom Street. In the design of this 1937 office/warehouse building for a local firm dealing in wholesale drugs, chemicals, drug sundries and liquors, Frederick H. Meyer, founder of the California College of Arts and Crafts, employed a restrained Moderne idiom. The Coffin-Reddington Building is a two-part reinforced concrete block whose stucco facade has been painted a beige color. The building's great mass is articulated by differentiating its end bays through the modulation of their width in respect to the central bays. Moderne elements include decorative chevrons and half circles at the frieze and fluted piers, dividing the facade into a series of horizontal window bays with industrial sash. A dentilated lintel, fluted piers, and decorative floral patterns and chevrons decorate the two entrances. The building could accommodate a penthouse set back from the site lines along the street and otherwise should remain essentially intact.

Site 8 - Gimbel Brothers Candy Factory: 501 Folsom Street. The Gimbel Brothers Building was constructed in 1916 according to the designs of Alfred Kuhn. The buildings was used for the production and storage of candy. The four-story block is divided into two sections by an elaborate stringcourse and faced in a red English Garden Wall brick bond. The ground story contains large square windows, some of whose sash has been replaced over the years. Brick pilasters, with stepped capitals, divide the facade into a series of recessed single window bays while differentiated end bays contain paired windows flush with the facade. All windows are concluded by segmental arches whose voussoirs blend well with the orthogonal surface. The building is concluded by a coping above its restrained cornice. The building could accommodate a penthouse set back from the site lines along the street but otherwise should remain essentially intact.





BAY BRIDGE ANCHORAGE

AMENDMENTS
TO THE MASTER PLAN
(87.733ME)

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Toby Rosenblatt
President, City Planning Commission

Dean L. Macris
Director, Department of City Planning

Lori L. Yamauchi
Secretary, City Planning Commission

ADOPTED BY THE SAN FRANCISCO CITY PLANNING COMMISSION ON DECEMBER 17, 1987

File No. 87.733ME
Amendments to the Master
Plan

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 11238

WHEREAS, The Charter requires that the City Planning Commission adopt and maintain, including necessary changes therein, a Master Plan; and

WHEREAS, On November 27, 1987, the Department of City Planning published proposed amendments to the Master Plan, which include a proposed index to land use policies and maps in the Master Plan; and

WHEREAS, The amendments would primarily reorganize existing Master Plan objectives and policies, delete obsolete or redundant provisions to reflect more current information or the subsequent adoption of related elements or area plans, incorporate a few existing policies from other local agencies or departments with jurisdiction over wastewater facilities, solid waste facilities and public education, add a new introduction to the Master Plan, transfer certain provisions to the Commerce and Industry Element, Community Facilities Element and adopt a new introduction to the Master Plan and create a Land Use Index which cross-references the various land use objectives and policies contained in the elements and area plans of the Master Plan. The amendments which relate to land use would affect the Commerce and Industry, Residence, Community Facilities and Environmental Protection Elements and the Downtown, South Bayshore and Western Shoreline area plans. The proposed amendments would also add a citywide commercial and industrial land use plan (based on the existing Citywide Land Use Plan as amended by subsequent area plans), a citywide commercial and industrial density plan (based on existing Planning Code provisions and area plans) and a residential land use plan which reflects the existing Master Plan provisions and zoning districts; and

WHEREAS, When the Citywide Land Use Plan was first adopted in 1953, it was the only Master Plan component to contain a broad overview of land use principles and objectives for the City, upon which many subsequent elements and area plans of the Master Plan are based, including the Residence, Transportation, Commerce and Industry, Urban Design, Community Facilities and Recreation and Open Space Elements and the Downtown, Chinatown, Rincon Hill, Civic Center, Northeast Waterfront, Central Waterfront and South Bayshore Area Plans; and

WHEREAS, With the adoption of subsequent elements and area plans, which have expanded the scope and analysis of land use policies by applying them to specific planning issues (addressed in the individual Master Plan elements) and/or to geographic areas of the city (addressed in area plans), most of the objectives and principles of the Citywide Land Use Plan have become obsolete or redundant or would be more appropriately located in some of the more recently adopted elements; and

WHEREAS, Land Use Objectives 1,2,4-7 of the Citywide Land Use Plan, presenting a summary statement of the intent and purpose of the Master Plan, are proposed to be transferred to a new introduction to the Master Plan. The new introduction would define the Master Plan, its required components and the organizational format adopted by San Francisco and recite the Sec. 101.1 (Proposition M) Priority Policies from the Planning Code; and

WHEREAS, Land Use Principles 1, 11 and 12 and the section titled "The Working Areas" of the Citywide Land Use Plan are proposed to be transferred to the Commerce and Industry Element as a new policy (introduced as new Policy 3 to Objective 1). The principles recognize the functional organization of the city in terms of its division between the working and residential areas, define four base working areas and their respective functions in a citywide context, and call for well-defined working areas (primarily confined to the eastern portion of the city) that designate predominate commercial and industrial activities where possible and relate to streets and transit systems that can most efficiently serve them; and

WHEREAS, Land Use Principle 3 of the Citywide Land Use Plan, calling for the establishment of a population holding capacity, is proposed to be incorporated within the Commerce and Industry and Residence Elements to address both the working and residential populations, respectively; and

WHEREAS, Land Use Objective 3 and Principles 2 and 7 of the Citywide Land Use Plan, which promote the organization of the city into four working and twelve residential community areas for planning purposes according to such features as topography, open space and the transportation network, are proposed for deletion as they have become obsolete over time due to subsequent planning efforts and analyses including: further refinements made in recent years of the working/community area planning approach through the adoption of area plans (including the Northeastern Waterfront, Downtown, Chinatown, Civic Center, Rincon Hill, Central Waterfront and South Bayshore Area Plans) which address all or portions of three of the four working areas and newer elements which, combined, are intended to strike a balance between the analysis of planning issues in a citywide context by subject, such as residential mix/density, open space, and community safety, and location-specific analyses to produce planning and formal land use policy that integrates economic, social and environmental conditions and prevalent trends in the area; currently planning studies underway at the Department for the South of Market, Showplace Square and Inner Mission areas which will address the remaining portions of the working areas and will likely result in additional area plans; and, further analysis and refinement of provisions governing residential community areas by the development of detailed standards and guidelines which define types and building intensity of neighborhood commercial business centers, and address how neighborhood commercial districts help to establish the character of the surrounding residential areas which they primarily serve; and

WHEREAS, Land Use Principles 4 and 5 of the Citywide Land Use Plan, proposed for deletion, call for establishing citywide population and building density standards that provide for a diversity of housing type opportunities, and which identify areas appropriate for locating businesses and services to serve the neighborhoods, are redundant as the Residence Element currently contains these directives, maps population density (Map C in the Residence Element) and establishes residential and building density standards (Map B and accompanying table in the Residence Element); and

WHEREAS, Land Use Principle 6 of the Citywide Land Use Plan, which indicates that development and distribution of population density should be guided by topography and transportation considerations, with high density development concentrated on easily accessible hilltops near major thoroughfares and public transit, is redundant and is proposed for deletion as the more recently adopted Urban Design Element discusses the integral relationship between topography, open space, streets and building structures in detail, thus extending an analysis well beyond the general scope introduced by Land Use Principle 6; and

WHEREAS, Land Use Principle 8 of the Citywide Land Use Plan, which identifies the need for public and semi-public facilities for use by the community, is partly superseded by the subsequent adoption of policies in the Neighborhood Center Facilities section of the Community Facilities Element. The principle is proposed to be revised and incorporated within the Community Facilities element as a new Education objective, policy and accompanying map; and

WHEREAS, Land Use Principles 9 and 10 of the Citywide Land Use Plan, proposed for deletion, address the need for, and location of, neighborhood commercial centers to adequately serve city needs and to relate to the distribution of prospective population, which is discussed in detail in the Residence Element in terms of the city's anticipated population distribution and in the recent amendments to Objective 8 of the Commerce and Industry Element which analyze in detail the appropriate intensity of neighborhood commercial businesses and services relative to its surrounding market (residential) areas; and

WHEREAS, The "Community and Neighborhood Commercial Area Standards" section of the Citywide Land Use Plan, proposed for deletion, calls for adequate neighborhood commercial centers to serve residents of the city that are in proper scale to the surrounding residential neighborhoods they serve, and within acceptable service radii. Under the Neighborhood Commercial Rezoning Study effort, Objective 8 of the Commerce and Industry Element and the implementing zoning controls establish more detailed standards governing neighborhood commercial areas than those established under the 1953 City Land Use Plan, including adoption of 20 different types of neighborhood commercial districts defined by building scale, intensity of use, and range of uses and a map which identifies the service area, defined as falling within a 1/4 to 1/2 mile radius, of all the neighborhood commercial districts city-wide; and

WHEREAS, A new map titled "Generalized Commercial and Industrial Land Use Plan", which is based on the existing Citywide Land Use Plan, as amended by subsequent area plans, is proposed which consolidates existing land use policy in one place by mapping the location of four commercial/industrial land categories (Major Shopping, Business and Services, Light Industry and General Industry) and annotating references to the adopted area plans containing specific policies for certain geographic locations: Northeastern Waterfront, Downtown, Civic Center, Chinatown, Rincon Hill, Central Waterfront, and South Bayshore; and

WHEREAS, The section titled "The Commercial Districts" in the Citywide Land Use Plan, proposed for deletion, promotes making neighborhood commercial shopping areas as compact and efficient as possible and providing off-street parking facilities, and generally identifies these areas on the Citywide Land Use Plan (map). These aspects are now covered in the Commerce and Industry Element, as revised to incorporate Objective 8 and its policies addressing neighborhood commercial districts, containing maps and tables describing the location and type of all neighborhood commercial districts in the city and its implementing zoning controls which clearly designate all neighborhood commercial districts, distinguishable from surrounding, predominately residential neighborhoods. Policy 9 of Objective 8 outlines how new businesses or development in neighborhood commercial districts should be reviewed with respect to generated traffic and parking demand, and recommends that new development which introduces or exacerbates parking problems be adequately mitigated or disapproved. The policies of Objective 8 clearly go beyond the pre-existing general recommendations to define criteria and standards under which neighborhood commercial districts would operate; and

WHEREAS, The section titled "The Citywide Institutional Areas" in the Citywide Land Use Plan defines public and semi-public "institutions" and the Citywide Land Use Plan map currently indicates sites containing institutional uses. Under the proposed amendments, the provisions in the Citywide Land Use Plan relating to institutional uses would be relocated into the Community Facilities Element along with a map depicting the institutional sites currently identified in the Citywide Land Use Plan; and

WHEREAS, The section titled "The Visual Aspects" in the Citywide Land Use Plan, proposed for deletion, points out that the land use plan should also enhance the visual amenities of the city. Because this statement is expanded by the Urban Design Element, which is devoted to articulating the specific components and principles that contribute to quality urban design, deletion of this Visual Aspects section would therefore not generate any changes in current conditions in the presence of the Urban Design element; and

WHEREAS, Because newer elements and area plans address the array and intensity of land uses throughout the city in greater detail than what was originally presented in the Master Plan, an index to all relevant sections of the Master Plan containing general land use policy is proposed, including new maps/exhibits and text which are proposed in this package of Master Plan amendments related to land use and existing Master Plan maps and exhibits related to land use; and

WHEREAS, A new map titled "Generalized Commercial and Industrial Density Plan", which is proposed for addition to the Commerce and Industry element, would identify building density standards for commercial and industrial areas, exclusive of the downtown and neighborhood commercial districts which are addressed in separate maps. The South of Market and Van Ness Avenue areas are identified as the subject of ongoing planning studies for which interim zoning controls are currently in effect. Other areas for which existing requirements are identified are under study but have no intervening interim controls: South Van Ness, Inner Mission, Mission Bay, Showplace Square and South Bayshore. This proposed amendment merely references the interim controls and study areas but does not effectively change land use policy as to those areas; and

WHEREAS, The proposed amendments would acknowledge and support adopted city policy contained in the Clean Water and Solid Waste Master Plans by adding new policies to the Community Facilities Element to address wastewater facilities (managed by the Clean Water Program under the Department of Public Works) and Solid Waste facilities (managed by the Chief Administrator's Office); and

WHEREAS, The proposed amendments would include adding a policy relating to the provision of education facilities as administered by the Unified School and Community College District; and

WHEREAS, Minor amendments to the legend of the Downtown Commercial Land Use Plan (map) of the Downtown Plan, adopted as an area plan of the Master Plan on November 29, 1984, are proposed to reflect the Downtown Ordinance, adopted September 15, 1985, by acknowledging a decrease in base FAR (floor area ratio) standards for the C-3-O district, an FAR ceiling applicable to use of transfer of development rights and the inability to transfer unused FAR from park sites; and

WHEREAS, The title of the Generalized Neighborhood Commercial Land Use Plan (in the Commerce and Industry Element) is proposed to be amended to indicate that it contains building density information as well as land use; and

WHEREAS, Amendments to the Conservation Section (adopted in 1973) and the Transportation Noise Section (adopted in 1974) of the Environmental Protection Element are proposed which would: update certain provisions to reflect more recent information; reflect names of titles of relevant public agencies which have since changed; update the table summarizing objectives and policies from other adopted Master Plan Elements that are relevant to environmental protection to acknowledge more recent amendments to the Transportation and Recreation and Open Space elements and cross-reference additional policies from the Urban Design and Residence Elements and the Energy Section of the Environmental Protection Element; reflect planned changes in the Fire Department's Auxilliary Water Supply System, per new bond funding passed by San Franciscans in 1986; reflect the desire to acknowledge the presence of local and regional policy and review jurisdiction of projects involving Bay fill; and modify text to confirm the need for dune stabilization at Ocean Beach; and

WHEREAS, Amendments to the Residence Element are proposed which would add a new map (titled Residential Land Use Plan) generally identifying residential areas by type, including those mixed together with commercial and or industrial uses to further characterize the range of residential neighborhoods in the city; the map reflects the type of neighborhood that currently exists in various locations of the city, and/or policies addressing residential mixed use districts contained in adopted area plans of the Master Plan; and

WHEREAS, Amendments to the Western Shoreline area plan, adopted in 1985, are proposed which would: reflect the improvements and design of the Great Highway, which are currently under construction as part of sewer improvements being implemented by the San Francisco Clean Water Program; delete a policy calling for improvements to intersection of the Great Highway and South Drive as it has occurred; and refine Policy 2 of Objective 5 relating to a recreational pathway around Lake Merced; and

WHEREAS, Policy 6 of the general Transportation objective in the South Bayshore Plan, calling for an access road to the Hunters Point Freeway/Southern Crossing, is proposed for deletion as the proposed Hunters Point Freeway/Southern Crossing was defeated by public initiative in 1972; and

WHEREAS, On November 27, 1987, notice of the proposed amendments was published in a newspaper of general circulation; and

WHEREAS, On December 8, 1987, the Department adopted and issued a final negative declaration for the proposed amendments which concludes that there is no substantial evidence that the proposed amendments could have a significant effect on the environment; and

WHEREAS, In response to public comments, the Department has proposed a few refinements to the proposed amendments; and

WHEREAS, The Planning Commission has considered testimony on the proposed Master Plan amendments at a duly noticed hearing on December 17, 1987, and believes it is now appropriate to adopt the amendments to the Commerce and Industry, Residence, Community Facilities, and Environmental Protection Elements, and the Western Shoreline, Downtown, and South Bayshore Area Plans, as contained in the Proposed Master Plan Amendments, dated November 27, 1987, as amended, and Proposed Index to Land Use Policies and Maps in the Master Plan of the City and County of San Francisco, dated November 27, 1987; and

WHEREAS, The amendments include addition of an introduction to the Master Plan which recites the Section 101.1 Priority Policies of the City Planning Code; and

WHEREAS, The amendments are consistent with the Priority Policies of Section 101.1 of the City Planning Code as they do not include or delete specific policies which directly address the Section 101.1 Priority Policies and they do not include any policy which is inconsistent or not in conformity with the Priority Policies, which are:

> "That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such business enhanced" (Section 101.1(b)(1), Priority Policy 1);
>
> "That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods" (Section 101.1(b)(2), Priority Policy 2);
>
> "That the City's supply of affordable housing be preserved and enhanced" (Section 101.1(b)(3), Priority Policy 3);
>
> "That commuter traffic not impede Muni transit service or overburden our streets or neighborhood parking" (Section 101.1(b)(4), Priority Policy 4);

> "That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced" (Section 101.1(b)(5), Priority Policy 5);
>
> "That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake" (Section 101.1(b)(6), Priority Policy 6);
>
> "That landmarks and historic buildings be preserved" (Section 101.1(b)(7), Priority Policy 7); and
>
> "That our parks and open space and their access to sunlight and vistas be protected from development" (Section 101.1(b)(8), Priority Policy 8).

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby adopt as amendments to the Master Plan for the City and County of San Francisco the amendments contained in the documents titled Proposed Master Plan Amendments, dated November 27, 1987, as amended, and Proposed Index to Land Use Policies and Maps in the Master Plan of the City and County of San Francisco, dated November 27, 1987 as attached hereto as Exhibits 1 and 2, respectively.

BE IT FURTHER RESOLVED, That the Secretary of the Commission shall record the action taken in this Resolution on the amendments, and shall certify a copy thereof to the Mayor and the Board of Supervisors in accordance with the charter.

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of December 17, 1987.

Lori Yamauchi
Secretary

AYES: Commissioners Allen, Bierman, Hemphill, Nakashima, Karasick, Rosenblatt and Wright

NOES: None

ABSENT: None

ADOPTED: December 17, 1987

BEB393

PROPOSED AMENDMENTS TO THE MASTER PLAN

November 27, 1987
(as amended)

I THE FOLLOWING PROVISIONS OF THE CITYWIDE LAND USE PLAN OF THE MASTER PLAN ARE HEREBY TRANSFERRED TO THE COMMERCE AND INDUSTRY ELEMENT, COMMUNITY FACILITIES ELEMENT, OR TO A NEW INTRODUCTION TO THE MASTER PLAN DESCRIBED BELOW.

Objective 1:	Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all families and by providing adequate open spaces and appropriate community facilities. *(to Introduction)*
Objective 2	Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods. *(to Introduction)*
Objective 4	Protection, preservation, and enhancement of the economic, social, cultural, and aesthetic values that establish the desirable quality and unique character of the city. *(to Introduction)*
Objective 5	Coordination of the varied pattern of land use with public and semi- public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors. *(to Introduction)*
Objective 6	Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city. *(to Introduction)*
Objective 7	Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region. *(to Introduction)*
Principle 1	The natural division of the city into two distinct functional areas -- one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities -- should be recognized and encouraged. *(to Commerce and Industry Element)*

Principle 11 The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, or distribution. *(to Commerce and Industry Element)*

Principle 12 The working areas of the city should be related to the traffic-ways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region. *(to Commerce and Industry Element)*

The Working Areas

Except in a few isolated instances the entire range of commercial and industrial activities of citywide importance is and should continue to be confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land should be allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry. *(to Commerce and Industry Element)*

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown hotel quarters. Adjacent to this district is the primary area devoted to and designated for Business Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. Examples of these are the automobile sales and servicing establishment along Van Ness Avenue, and the varied wholesale activities south of Market Street. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The Plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas. *(to Commerce and Industry Element)*

II THE FOLLOWING PROVISIONS OF THE WESTERN SHORELINE PLAN, SOUTH BAYSHORE PLAN AND CITYWIDE LAND USE PLAN OF THE MASTER PLAN ARE HEREBY DELETED.

1. Western Shoreline Plan Deletions

(Great Highway)
Objective 2,
Policy 5 Improve views for vehicular traffic by elevating the northbound lanes of the Great Highway above the southbound lanes whenever possible.

(Golden Gate Park)
Objective 3,
Policy 5 Simplify the intersection of the Great Highway and South Drive to improve pedestrian safety and to discourage commuter traffic from going through the park.

2. South Bayshore Plan Deletion

Transportation Policy/Plan Proposal 6
An access road is proposed east of the Hunters Point Freeway to connect the shipyard with the Bancroft-Hunters Point Freeway interchange.

3. Citywide Land Use Plan Deletions

Objective 3 Organization of the two principal functional parts of the city -- the working areas and the community areas -- so that each may be clearly distinguished from but complementary to the other, and so that the economic, social, and cultural development of the city may be furthered.

Principle 2 The division of the two functional parts of the city into four working areas and twelve residential community areas should be recognized for planning purposes, with boundaries between such areas defined where practicable by traditionally accepted topographic or naturally formed limits or by the location of existing or proposed trafficways or open spaces.

Principle 3 A population holding capacity should be established for the city based on desirable and feasible density standards. *(See page 5 for proposed addition to the Commerce and Industry Element and page 7 for proposed addition to the Residence Element).*

Principle 4 A population density pattern for the residential communities of the city should be established as a basis for determination of the location and extent of public and private facilities required to serve the community areas.

Principle 5 The pattern of desirable population densities should provide throughout the city opportunity for a wide range of building types to serve a variety of family sizes and income levels, without undue congestion in any one area.

Principle 6 The distribution of each category of population density as established in the standards of the City-wide Land Use Plan should be guided by topographic and transportation considerations, as follows:

a. high density on easily accessible hilltops and ridges, along the edges of permanent open spaces and in closest proximity to public transit routes and major thorough-fares and to community business centers;

b. medium density on the slopes of hills and in proximity to public transit and secondary thoroughfares and to neighborhood shopping districts;

c. low density on the most nearly level land and on land most distant from primary transportation routes.

Principle 7 Each of the community areas of the city should be defined and limited in extent to serve as an economic, social, and physical sub-unit of the city as a whole.

Principle 9 The commercial facilities which serve all the residents of a community area should be assembled and compactly grouped into business centers convenient to but not directly on major trafficways and adjacent to the community centers.

Principle 10 Land for public and commercial facilities in each community area should be provided in proportion to the prospective population which will obtain under the standards of the citywide Land Use Plan.

Community and Neighborhood Commercial Area Standards

1. Area for commercial facilities serving the needs of the population of the city resident in the community areas should be provided at the rate of approximately three-quarters of an acre to one acre of commercial land for each 1000 inhabitants of the city.

2. Commercial land should be provided in sufficient quantity to permit community areas to have one or more community business districts of a size adequate to support a full range of commercial services for residents within a one-mile radius.

3. Neighborhood shopping districts should provide those types of retail shopping and personal service facilities which are used most frequently and should be distributed throughout the city so as to have a service radius of 1/4 to 1/2 mile depending upon the population density and topography of the area served.

Description of the Citywide Land Use Plan

The Citywide Land Use Plan, recorded on Plate I, which is included as a part of this document, is a generalized plan indicating on a citywide basis the principal land uses in each part of the city, and the pattern of residential densities.

The Commercial Districts

Indicated also on the Citywide Land Use Plan are the general locations of major shopping centers. Modifications to existing business areas are proposed to provide more compact and efficient centers, with off-street parking facilities.

The Visual Aspects of the Citywide Land Use Plan

The Citywide Land Use Plan also emphasizes certain proposals and intentions that affect the beauty and general attractiveness of the city environment. The spacing of densities, the locations of parks and other public facilities, and proposals regarding commercial areas are intended not only to satisfy the objectives and principles of the land use plan leading to a more convenient and efficient environment, but also to enhance the natural and architectural amenities that are important elements in the quality of the city. Thus, many of the aims set forth in the plan are based in part on the visual possibilities inherent in the striking topography and in the diverse yet compact character of the city.

The Working Areas

The most significant division in the city expressed by the Citywide Land Use Plan is that distinguishing the working areas from the community areas. *(The remainder of this section is transferred to the Commerce and Industry Element – see discussion below)*

III THE FOLLOWING POLICIES AND ACCOMPANYING TEXT ARE HEREBY ADDED TO THE MASTER PLAN AS INDICATED BELOW:

1. Additions to the Commerce and Industry Element.

(Text in italics is transferred from the Citywide Land Use Plan, with its former location identified).

POLICY 3 Locate commercial and industrial activities according to a generalized commercial and industrial land use plan. *(see map attached)*

The following principles are integral and basic elements of citywide land use planning policy for commerce and industry.

1. *The natural division of the city into two distinct functional areas---one primarily for production, distribution and services, and the other for residential purposes and the community facilities which are closely related to residential activities---should be recognized and encouraged.* (Principle 1)

2. *A* working *population holding capacity should be established for the city based on desirable and feasible density standards.* (Based on Principle 3).

3. *The working areas of the city should be defined and designated in extent so as to increase the efficiency of each of the areas as a specialized center of management, production, service or distribution.* (Principle 11)

4. *The working areas of the city should be related to the trafficways and transit systems so as to minimize time and distance in the journey to work from each of the community areas of the city and from within the San Francisco Bay Region.* (Principle 12)

Except in a few isolated instances the entire range of commercial and industrial activities of citywide importance is and should continue to be confined to the eastern flank of the city between the Bay and the first tier of hills rising west of the Bay. The types of use for which land should be allocated in the working areas are classified into four categories: 1) Downtown, 2) Business and Services, 3) Light Industry, and 4) General Industry. (The Working Areas section)

The Downtown District contains the downtown shopping, entertainment and financial sections of the city as well as some of the downtown hotel quarters. Adjacent to this district is the primary area devoted to and designated for Business Services. These are businesses and uses which supplement and are necessary to the total economy of the downtown area. Examples of these are the automobile sales and servicing establishment along Van Ness Avenue, and the varied wholesale activities south of Market Street. The other designated uses are those light and general industries which adjoin the harbor and occupy the flat land along the Bay shore of the city. The Plan indicates a transitional belt of light industry, between the general industrial section and residential sections in adjacent community areas. (The Working Areas section)

POLICY 4 Establish commercial and industrial density limits as indicated in the Generalized Commercial and Industrial Density Plan map. *(see map attached)*

2. Additions to the Community Facilities Element

WASTEWATER FACILITIES

OBJECTIVE 1 LOCATE WASTEWATER FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF STORM AND WASTEWATER.

POLICY 1 Provide facilities for treatment of storm and wastewater prior to discharge into the Bay or ocean. Locate such facilities according to the Wastewater and Solid Waste Facilities Master Plan. *(see map attached)*

SOLID WASTE FACILITIES

OBJECTIVE 1 LOCATE SOLID WASTE FACILITIES IN A MANNER THAT WILL ENHANCE THE EFFECTIVE AND EFFICIENT TREATMENT OF SOLID WASTE.

POLICY 1 Provide facilities for treatment of solid waste and locate such facilities as shown on the Wastewater and Solid Waste Facilities Master Plan. *(see map attached)*

3. Additions to the Residence Element.

(Additions are shown double-underlined, deletions are crossed out).

OBJECTIVE 2: TO INCREASE SUBSTANTIALLY THE SUPPLY OF HOUSING WITHOUT OVERCROWDING OR ADVERSELY AFFECTING THE PREVAILING CHARACTER OF EXISTING NEIGHBORHOODS.

In order to maintain the city's livability, new housing developments should, as a general rule, reflect the predominant intensity level of the surrounding neighborhood. The lot pattern and building bulk should relate to surrounding properties, and the potential number of residents and amount of activity generated should not overly congest the surrounding area. A residential population holding capacity should be established for the city based on desirable and feasible density standards.

(Objective 2)
Policy 4: Adopt Specific Zoning Districts Which Conform to ~~a~~ the Generalized Residential Land Use and Density Plans.

Applying policies under this Objective 2 results in density and land use patterns shown in the accompanying Generalized Residential Land Use and Density Plan Maps~~-Map~~. Specific zoning districts should conform generally to this map, although minor variations consistent with the general density policies may be appropriate. *(see map attached)*

The ~~Generalized-~~Residential ~~Land-Use~~ Density Plan provides for five density categories:

Potential Residential and Population Density
By Zoning Districts

Classification	Zoning Districts	Average Units Per Acre	Persons Per Acre*	General Location
Low Density	RH-1	14	24-31	Appropriate in areas for single families, located predominantly in the southern and western parts of the city.

Classification	Zoning Districts	Average Units Per Acre	Persons Per Acre*	General Location
Moderately-Low Density	RH-2 RH-3	36	64-94	Appropriate in the central hills areas, along Diamond Heights, Twin Peaks, and Potrero Hill, around Golden Gate Park in the Richmond, and northern part of the Sunset districts and in the Marina district.
Medium Density	RM-1, RC-1 C-1, C-2 M-1, M-2, NC-1, NC-2, NC-S Sacramento Street West Portal Avenue	54	118	Appropriate for some low-intensity neighborhood commercial districts and mixed-use residential-commercial and industrial districts, and certain areas adjacent to the commercial zones.
Moderately-High Density	RM-2, RM-3, RC-2, RC-3, NC-3, Broadway, Castro Street, Inner Clement Street, Outer Clement Street, Upper Fillmore Street, Haight Street, Hayes-Gough, Upper Market Street, North Beach, Polk Street, Union Street, Valencia Street, 24th Street-Mission, 24th Street-Noe Valley	91	160-240	Appropriate for the more intensely developed northeastern part of the city, certain neighborhood commercial districts with moderately-high existing residential development and good transit accessibility, for major transit corridors such as Van Ness Avenue, in major redevelop-areas such as the Western Addition and the Golden Gateway areas, and in Nob Hill, Chinatown and North Beach
High Density	RM-4, RC-4 C-3, C-M	283	475-760	Appropriate for certain areas in the northeastern part of the city, including downtown districts as well as heavy-commercial districts.

* Based on city-wide average household size of 2.19. See map on following page for average household size by Census Tract.

The Generalized Residential Land Use Plan provides for four land use categories:

Potential Residential Land Use By Zoning Districts

Classification	Zoning Districts
Residential	RH and RM Districts
Mixed Use, Predominantly Residential	RC Districts
Mixed Use Predominantly Commercial/Industrial	C, C-M, M Districts, NC Districts, included all individual neighborhood commercial districts
Public/Open Space	Public ("P) and Open Space ("OS") Districts

4. Additions to the chart titled "Objectives & Policies from Other Adopted Comprehensive Plan Elements" in the Environmental Protection Element.

URBAN DESIGN ELEMENT

OBJECTIVE 4	IMPROVEMENT OF NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.
Policy 1	Protect residential areas from the noise, pollution and physical danger of excessive traffic.
Policy 2	Provide buffering for residential properties when heavy traffic cannot be avoided.

TRANSPORTATION ELEMENT

Mass Transit Plan-Objective 1

GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE TRHOUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

ENERGY SECTION: ENVIRONMENTAL PROTECTION ELEMENT

MUNICIPAL - OBJECTIVE 1

ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

Policy 3 Investigate and implement techniques to reduce municipal energy requirements.

RESIDENTIAL - OBJECTIVE 2
ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

COMMERCIAL - OBJECTIVE 3
PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

Policy 5 Encourage the use of integrated energy systems to save energy and reduce operating costs.

TRANSPORTATION - OBJECTIVE 4
INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATION AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORTATION WHICH USE LESS ENERGY.

ALTERNATE ENERGY - OBJECTIVE 5
PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

5. **Addition of an Introduction to the Master Plan as follows**:

(Text in italics is transferred from the Citywide Land Use Plan, with its former location identified)

INTRODUCTION

§ 3.524 of the Charter of the City & County of San Francisco provides as follows:

> It shall be the function and duty of the city planning commission to adopt and maintain, including necessary changes therein, a comprehensive, long-term, general plan for the improvement and future development of the city and county to be known as the master plan. The master plan shall include maps, plans, charts, exhibits, and descriptive, interpretive, and analytical matter, based on physical, social, economic, and financial data, which together present a broad and general guide and pattern constituting the recommendations of the commission for the coordinated and harmonious development, in accordance with present and future needs, of the city and county and of any land outside the boundaries thereof which in the opinion of the commission bears a relation thereto.

State law requires that the Master Plan address seven issues: land use, circulation, housing, conservation, open space, noise and safety. Those issues can be organized in whatever way best suits the locality.

The San Francisco Master Plan is designed as a guide to the attainment of the following general goals:

- *Protection, preservation, and enhancement of the economic, social, cultural, and esthetic values that establish the desirable quality and unique character of the city.* (Objective 4)
- *Improvement of the city as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying, with housing representing good standards for all residents and by providing adequate open spaces and appropriate community facilities.* (Objective 1)
- *Improvement of the city as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.* (Objective 2)
- *Coordination of the varied pattern of land use with public and semi-public service facilities required for efficient functioning of the city, and for the convenience and well-being of its residents, workers, and visitors.* (Objective 5)
- *Coordination of the varied pattern of land use with circulation routes and facilities required for the efficient movement of people and goods within the city, and to and from the city.* (Objective 6)
- *Coordination of the growth and development of the city with the growth and development of adjoining cities and counties and of the San Francisco Bay Region.* (Objective 7)

The manner in which these general goals are to be attained is set forth through a statement of objectives and policies in a series of elements, each one dealing with a particular topic, which applys citywide. The Master Plan currently contains the following elements: Residence, Commerce & Industry, Recreation and Open Space, Community Facilities, Transportation, Community Safety, Environmental Protection and Urban Design. In addition, a Land Use Index cross-references the policies related to land use located throughout the Master Plan. Additional elements may be added from time to time.

The Plan also contains the following area plans which cover their respective geographic areas of the city: Downtown, Civic Center, Western Shoreline, Northeastern Waterfront, Central Waterfront, South Bayshore, Rincon Hill and Chinatown. Here the more general policies in the Master Plan elements are made more precise as they relate to specific parts of the city.

The Plan is intended to be an integrated, internally consistent and compatible statement of objectives and policies and its objectives, and policies are to be construed in a manner which achieves that intent. Sec. 101.1(b) of the Planning Code, which was added by Proposition M, November 4, 1986, provides as follows:

The following Priority Policies are hereby established. They shall be included in the preamble to the Master Plan and shall be the basis upon which inconsistencies in the Master Plan are resolved:

1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
3. That the City's supply of affordable housing be preserved and enhanced;
4. That commuter traffic not impede Muni transit services or overburden our streets or neighborhood parking;
5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;
6. That the City achieve the greatest possible preparedness to protect against injury and the loss of life in an earthquake;
7. That landmarks and historic buildings be preserved; and
8. That our parks and open space and their access to sunlight and vistas be protected from development.

IV THE FOLLOWING PROVISIONS OF THE CITYWIDE LAND USE PLAN ARE HEREBY REVISED AND INCORPORATED INTO THE COMMUNITY FACILITIES ELEMENT AS SHOWN BELOW AND THE FOLLOWING POLICIES OF THE WESTERN SHORELINE AND ENVIRONMENTAL PROTECTION ELEMENTS ARE HEREBY REVISED:

1. Revisions to the Citywide Land Use Plan

(Provisions to be revised)

The Citywide Institutional Areas

The areas that are shown as "Institutions" are those occupied by or reserved for large groups of buildings of a public or semi-public nature. They include junior and senior high school sites, the sites of City College of San Francisco, San Francisco State College, San Francisco College for women and the University of San Francisco; Laguna Honda Home, Youth Guidance Center, City and county Hospital, several large parochial high schools, the University of California Medical Center and the Civic Center.

Principle 8 Within each residential community area the public and semi-public facilities, such as high school, junior high school, and playfield, should be grouped wherever possible into community centers easily accessible to all residents of the area.

(Provisions as revised)

INSTITUTIONAL USES *(see map attached)*

OBJECTIVE Assure that institutional uses are located in a manner that will enhance their efficient and effective use.

POLICY Locate institutional usse according to the Institutional Uses Plan.

The areas that are shown on the Institutional Uses Plan are those occupied by or reserved for large groups of buildings of a public or a semi-public nature. They include San Francisco State College, University of San Francisco, Laguna Honda Home, Youth Guidance Center, several large parochial schools and the University of California Medical Center and the Civic Center.

EDUCATION *(see map attached)*

OBJECTIVE 1 ASSURE THAT PUBLIC SCHOOL FACILITIES ARE DISTRIBUTED AND LOCATED IN A MANNER THAT WILL ENHANCE THEIR EFFICIENT AND EFFECTIVE USE.

POLICY 1 Provide public school facilities for education in accordance with the need for such facilities as defined by the Unified School District and Community College District. Locate such facilities according to the Public School Facilities Plan and, wherever possible, make available for community use.

2. Revisions to the Western Shoreline Element

(With these revisions, along with the deletions described above, the remaining policies should be renumbered accordingly)

(Additions are shown double-underlined, deletions are crossed out)

(The Great Highway)
Objective 2

(Combine Policy 1 and 2 into one policy as follows:)

Policy 1 Develop the ~~entire~~ Great Highway right-of-way ~~into-a-smooth-recreational-drive-through-a-park.--Emphasize-slow-pleasure-traffic-and-safe-pedestrian-access-to-beach.~~

~~Policy 2~~ ~~Construct a sewage transport under the present alignment of the Great Highway south of Fulton Street and replace the Great Highway~~ as a four lane stright highway with recreational trails for bicycle, pedestrian, landscaping, and parking. Emphasize slow pleasure traffic and safe pedestrian access to beach.

Policy 3 ~~Create a~~ Maintain the landscaped recreational corridor adjacent to the ~~construction~~ development at the former Playland- at-the-Beach site to provide a link between Golden Gate park and Sutro Heights park.

Policy 7 Locate parking for users of Ocean Beach and other coastal recreational areas so that the Great Highway need not be crossed. Provide limited parking east of the highway for park use. Design parking to afford maximum protection to the dune ecosystem.

Policy 10 Enhance personal safety by lighting ~~any~~ parking areas~~,~~ ~~underpasses, overpasses,~~ and at-grade pedestrian crossings.

(Lake Merced)
Objective 5
Policy 2 Maintain ~~in usable condition the existing bicycle, bridle, pedestrian and jogging paths around the lake~~ a recreational pathway around the lake designed for multiple use.

3. Revisions to the Environmental Protection Element

A. Replace the list of objectives and policies (shown in italics) from the chart titled "Objectives and Policies from Other Adopted Comprehensive Plan Elements" with objectives and policies (shown below double-underlined):

(Objectives and Policies to be deleted)

RECREATION AND OPEN SPACE PLAN

OBJECTIVE 2 *MAINTAIN AN UNBROKEN STRETCH OF NATURAL PUBLIC OPEN SPACE FROM FORT FUNSTON TO THE EASTERN EDGE OF THE PRESIDIO. DEVELOP OPEN SPACES AND RECREATION FACILITIES WHICH COMPLEMENT THE URBAN CHARACTER OF THE NORTHERN WATERFRONT AND BAY SHORELINE.*

Policy 1 *Require all development within the shoreline zone to conform with shoreline use provisions, to incorporate open space, to improve access to the water, and to meet urban design policies.*

Policy 2 *Improve the quality of existing shoreline recreational areas.*

Policy 3 *Provide new public parks and recreation facilities along the shoreline.*

Policy 4 *Preserve the open space and natural character of the Presidio.*

RESIDENCE PLAN

OBJECTIVE 1 *Maintain and improve the quality and diversity of San Francisco's residential communities.*

(Objectives and Policies to be added)

RECREATION AND OPEN SPACE PLAN

The San Francisco Shoreline

OBJECTIVE PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

Policy 1 Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

Citywide System

OBJECTIVE DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE.

Policy 1 Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

Neighborhoods

OBJECTIVE PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

Policy 4 Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

Policy 6 Assure the provision of adequate public open space to serve new residential development.

RESIDENCE PLAN

OBJECTIVE 3 TO RETAIN THE EXISTING SUPPLY OF HOUSING.

OBJECTIVE 4 TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

OBJECTIVE 6 TO PROVIDE A QUALITY LIVING ENVIRONMENT.

B. Revisions to the Introduction of the Conservation Section of the Environmental Protection Element.

(Second paragraph under section titled "Conservation as Resource Management" of the Introduction)

Sensible resource management does not exclude, by any means, the development and utilization of resources. Nevertheless, with the population of the nine-county Bay Region expected to grow to ~~5.5~~ 6.6 million persons by the year ~~1980~~ 2005, increasingly greater demands will be placed on these resources. Programs are already in force to conserve and in some cases to improve the quality and supply of our resources. Some of the programs may need to be strengthened.

(Section titled "Existing Regional Efforts" of the Introduction)

A number of official regional agencies operate to regulate the use of resources as related to San Francisco: the San Francisco Bay Conservation and Development Commission, the Bay Area Air ~~Pollution-Control~~ Quality Management District, the California Regional Water Quality Control Board (San Francisco Bay Region), and the ~~newly-formed-North-Central-Coast-Regional~~ California Coastal Commission.

C. Revisions to the Conservation Section of the Environmental Protection Element.

(Additions are shown double underlined, deletions are crossed out). (The remainder of this section is unchanged).

Bay, Ocean and Shorelines Section; text following Policy 2

Other portions of the Comprehensive Plan set policy on how the city's shoreline areas should ultimately be developed. They are the Recreation and Open Space and Urban Design Elements and the ~~Northern~~ Northeastern Waterfront, Western Shoreline, and South Bayshore area plans. *(The remaining text in this section is unchanged)*

Air Objectives and Policies

Objective Assure that the ambient air of San Francisco and the Bay Region is clean, provides maximum visibility, and meets air quality standards.

Air pollution is one of the major problems facing the cities of San Francisco Bay Region. In San Francisco, the need for conserving the air resource and improving air quality is undeniable. While San Francisco benefits from having few large upwind industrial polluters and from certain topographical and climatic conditions, ~~regional~~ Federal and State air quality standards continue to be ~~exceeded~~ violated on a number of days in the city. *(The remaining text under this objective is unchanged)*

Policy 1

Support and comply with objectives, policies, and air quality standards of the Bay Area Air ~~Pollution-Control-District~~ Quality Management District.

Regionwide monitoring of air quality and enforcement of air quality standards constitute the primary means of reducing harmful emmissions. The conservation of San Francisco's air resource is dependent upon the continuation and strengthening of regional controls over air polluters. San Francisco should do all that is in its power to support the Bay Area Air ~~Pollution-Control-District~~ Quality Management District in its following operations:

- Monitoring both stationary and mobile sources of air pollution within the region and enforcing District regulations for achieving air quality standards.
- Regulating new construction that may significantly impair ambient air quality.
- Maintaining alert, permit, and violations systems.
- Developing more effective controls and methods of enforcement, as necessary.

Policy 2

Encourage the development and use of urban mass transportation systems in accordance with the objectives and policies of the Transportation Plan.

During the 1950s, ~~and~~ 1960s and 1970s, San Francisco's resident population decreased while employment within the city increased. The 1980s have seen an increase in population and continued employment growth. *(The remainder of the discussion under this policy is unchanged).*

Policy 3 *(last paragraph of text following the policy)*

Finally, an increase in the frequency of shuttle bus service within the downtown area would provide a reasonable and convenient alternative to the private motor vehicle as a method of travel in the central city, but only in areas that are not already served by public transit.

Policy 5

Exert leadership in voluntary reduction of pollution emissions during air pollution alerts.

As provided in the Bay Area Air ~~Pollution-Control-District's-Emergency~~ Quality Management District Alert Plan, air pollution alerts will be called throughout the Bay Region when meteorological forecasts for any twelve-hour period indicate that air contamination levels will reach or exceed alert standards. *(The remainder of the discussion under this policy is unchanged).*

Fresh Water, Policy 5

Improve and extend the Auxiliary Water Supply System of the Dire Department for more effective fire fighting.

The Fire Department maintains and operates the Auxiliary Water Supply System (AWSS), a water storage and distribution network that supplements the hydrants connected to the regular water distribution lines. The AWSS presently serves those areas of San Francisco most intensively developed. ~~To make available the maximum amount of water for fire fighting emergencies, the AWSS should be improved and extended to other important areas of the city.~~ Proposition A, passed by the voters in 1986, authorizes a bond issue to extend this system to the remainder of the city, and to modernize certain of its components. A study of potential deficiencies in the current system is underway. Recommendations to remedy system deficiencies should be implemented as soon as is feasible.

It is incumbent upon the City and County of San Francisco to undertake long-term planning for emergency preparedness. Planned expansions and improvements to AWSS would improve the City's preparedness to meet potential fire disasters.

Land Policies

Policy 3 Require that filling of land, when and where filling is appropriate, adhere to the highest standards of soils engineering consistent with the proposed use.

San Francisco has had a good deal of experience with filling marshlands and shallow areas of the Bay. ~~Recent filling has created new land for Port facilities, and the South Bayshore Plan calls for limited filling of tidelands for recreational land. The mud layer on the Bay bottom, the quality of any previously deposited fill, and the loads to be placed on the fill are all problems to be recognized in land fill operations along the shoreline. The highest engineering standards should be followed in providing safe filled land for approved, appropriate purposes, whether for a park or a building site.~~ It is recognized that future Bay filling will be limited and subject to City and Regional policies regarding appropriateness. When appropriate purposes for filled land are approved, the highest engineering standards should be followed to ensure safety consistent with the use to which the filled land is to be put. Landfill operations need to recognize potential problems of the mud layer on the Bay bottom, the quality of any previously deposited fill, and the loads to be placed on the fill.

Policy 4 Assure the correction of landslide and shore erosion conditions where it is in the public interest to do so.

The existing erosion and slide areas along the Ocean shore are within the Golden Gate National Recreation Area. It should be decided first whether all of these problems should be corrected or whether some should be left to the forces of Nature. ~~The erosion of Ocean Beach, which merits correction, should be stabilized in accordance with the Corps of Engineer's Alternative No. 6, known as dune stabilization.~~ The erosion of Ocean Beach should be corrected through a program of dune stabilization, where feasible. In cases where dune stabilization is not possible, structural measures may need to be utilized. Any stabilization and restoration of these damaged areas, to increase their recreational value, should be undertaken as part of the Federal administration of this recreation area.

Flora & Fauna, Policy 3
Protect rare and endangered species.

~~Although no animals found in San Francisco's land area and lakes can be considered a genuinely rare or endangered species, many are rare to San Francisco.~~ A number of native plant and animal species~~, on the other hand,~~ are ~~genuinely~~ designated as rare or endangered. *(The remainder of the discussion is unchanged).*

C. Revisions to the Introduction of the Transportation Noise Section of the Environmental Protection Element. *(Deletions are crossed out).*

INTRODUCTION

People who can clearly recollect the sights and sounds of San Francisco during the 1930s and 1940s remember how noisy the streets were then. Numerous cable cars and streetcar lines operated throughout the city. Market Street, with four sets of streetcar tracks, was extraordinarily noisy. The streetcars then were not the ~~"quiet" PCC cars that are in use today~~ quieter types that came into use later. Automobiles, although much less numerous, were noisier than today's models. Then, of course, the bustling waterfront activity and vessels in the Bay further contributed to the sounds of the city. *(The remainder of the Introduction is unchanged.)*

V THE FOLLOWING MAPS BASED ON EXISTING AREA PLANS, CODE PROVISIONS AND POLICIES OF OTHER LOCAL AGENCIES WITH JURISDICTION OVER CERTAIN INSTITUTIONS AND FACILITIES ARE HEREBY AMENDED OR INCORPORATED.

1. Amending the Commerce and Industry Element by adding a citywide commercial and industrial land use plan (based on the existing Citywide Land Use Plan as amended by subsequent area plans) and a citywide commercial and industrial density plan (based on existing Code provisions and area plans);

2. Amending the Community Facilities Element to: (1) incorporate maps from other agencies with jurisdiction relating to wastewater facilities, solid waste facilities and education; and (2) add an institutional uses plan (based on the existing Citywide Land Use Plan).

3. Amending the Residence Element by adding a residential land use plan, which reflects the existing Master Plan provisions and zoning use districts (The residential land use plan should immediately follow Map B, Residential Density Plan, and be labeled "Map C" and the previous Map C, 1980 Census, should be labeled Map D); and

4. Amending the legend of the Downtown Commercial Land Use Plan (in the Downtown Plan) to be consistent with the adopted Downtown Plan ordinance as follows:

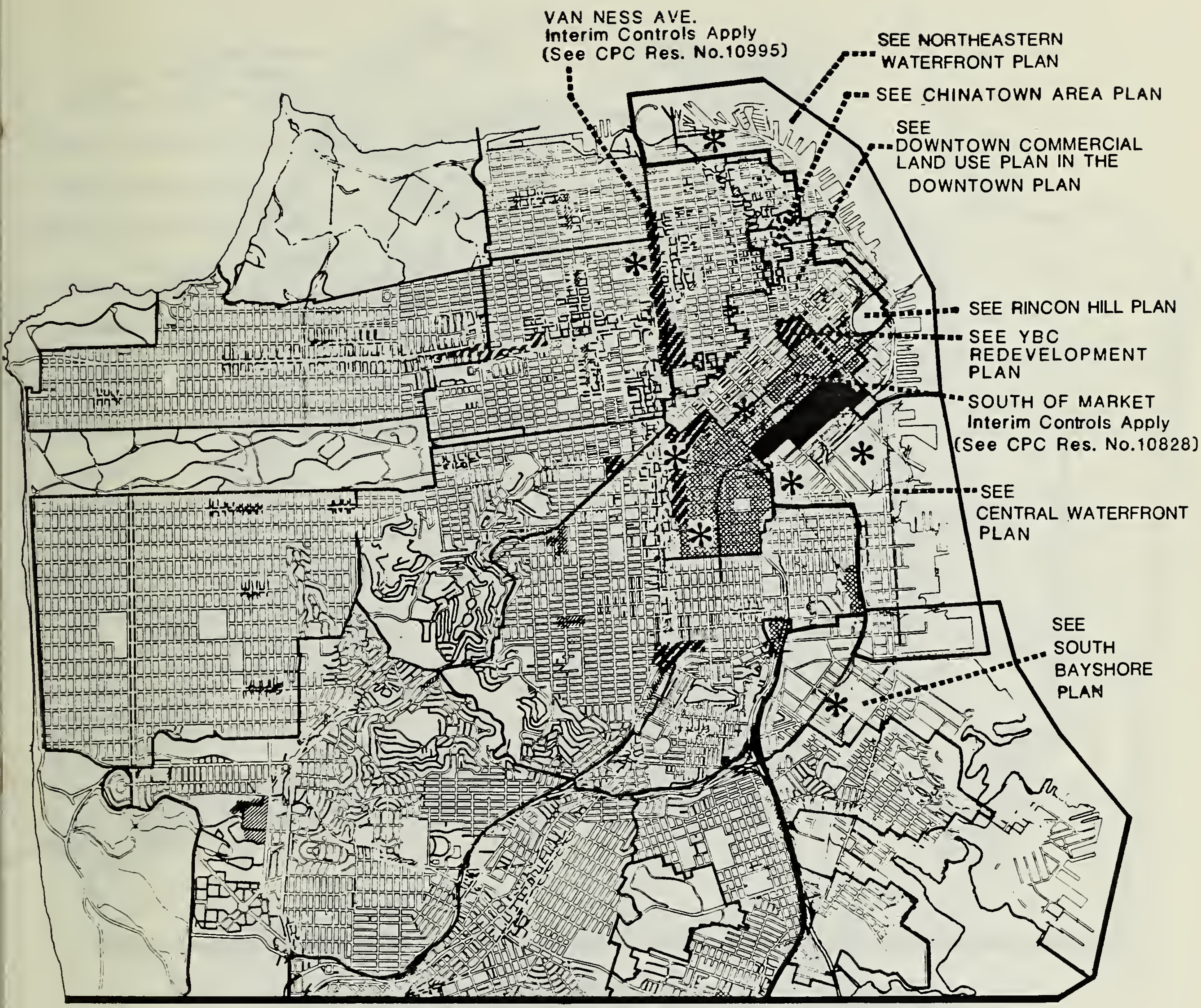
   - Change the title of the map to "Downtown Land Use and Density Plan

   - Change the downtown office FAR from 10:1 to 9:1

   - Revise the note at the bottom of the map as follows:

     > Unused FAR may be transferred from preservation ~~and park~~ sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and a half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past and Open Space Chapter~~s~~.

5. Amend the title of the Generalized Neighborhood Commercial Land Use Plan to add the words "and Density" after "Land Use".



VAN NESS AVE.
Interim Controls Apply
(See CPC Res. No.10995)

SEE NORTHEASTERN WATERFRONT PLAN

SEE CHINATOWN AREA PLAN

SEE DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN

SEE RINCON HILL PLAN

SEE YBC REDEVELOPMENT PLAN

SOUTH OF MARKET
Interim Controls Apply
(See CPC Res. No.10828)

SEE CENTRAL WATERFRONT PLAN

SEE SOUTH BAYSHORE PLAN

GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

▨ MAJOR SHOPPING

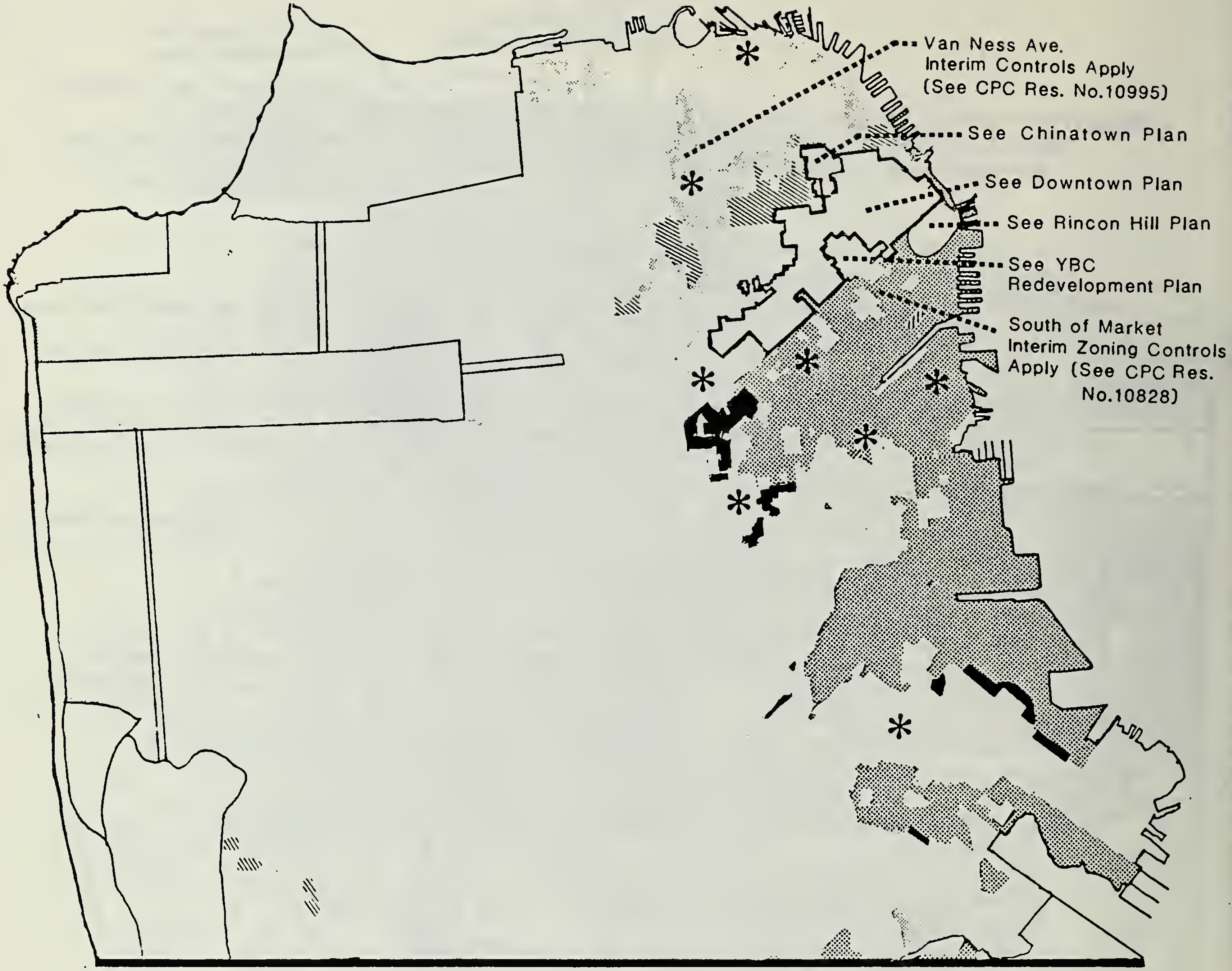
░ LIGHT INDUSTRY

▨ BUSINESS AND SERVICES

■ GENERAL INDUSTRY

*Areas Under Planning Study.

For Neighborhood Commercial Areas , See The Generalized Neighborhood Commercial Land Use And Density Plan .


Van Ness Ave.
Interim Controls Apply
(See CPC Res. No.10995)
See Chinatown Plan
See Downtown Plan
See Rincon Hill Plan
See YBC
Redevelopment Plan
South of Market
Interim Zoning Controls
Apply (See CPC Res.
No.10828)
*

GENERALIZED COMMERCIAL AND INDUSTRIAL DENSITY PLAN

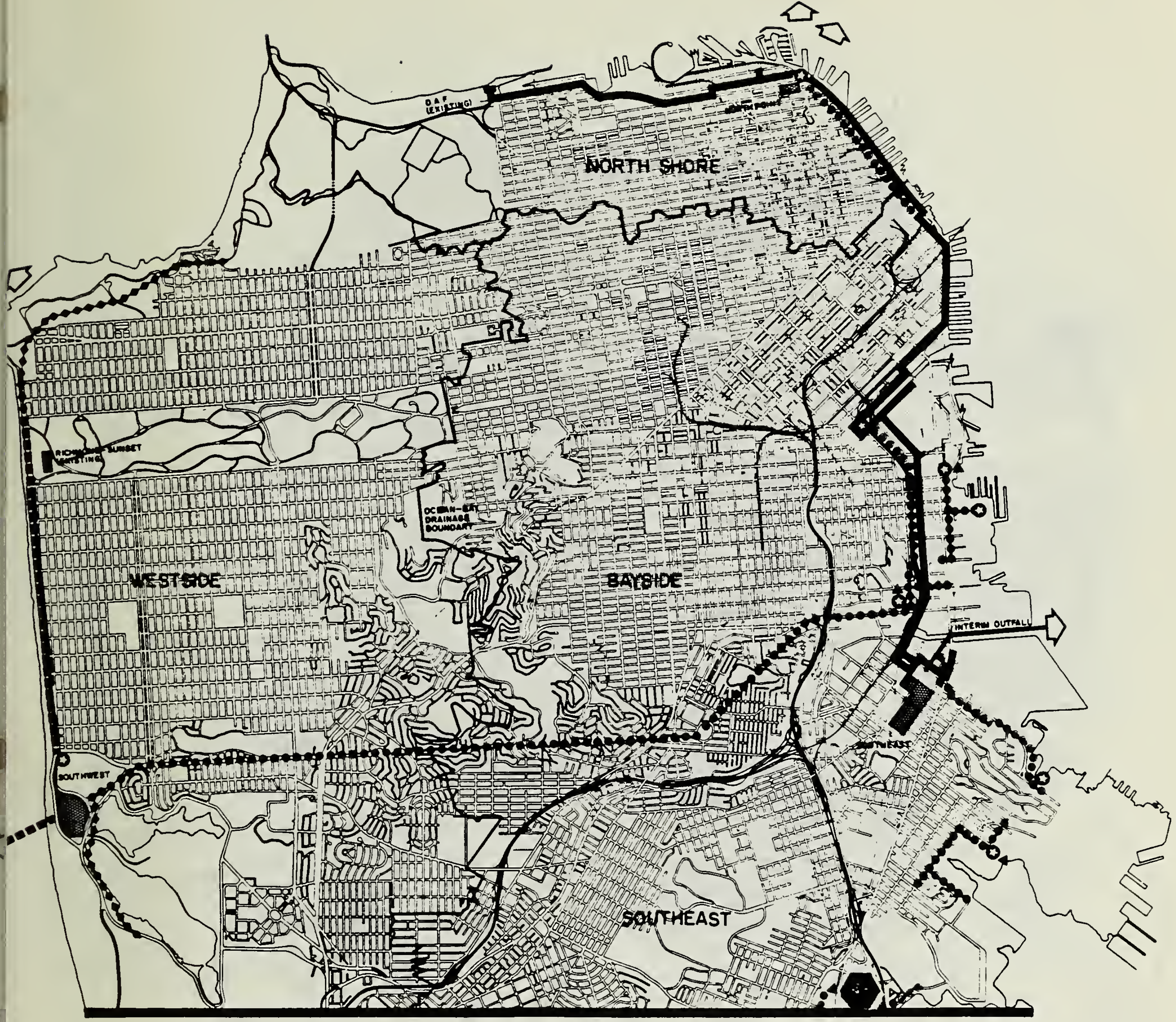
(Excludes Neighborhood Commercial And Downtown Areas)

DENSITY IN COMMERCIAL AREAS (Including Residential Uses)	DENSITY IN INDUSTRIAL AREAS (Including Residential Uses)	DENSITY IN RESIDENTIAL, AND RESIDENTIAL/COMMERCIAL (Excluding Residential Uses)
■ MEDIUM (5 : 1 FAR)	░ MEDIUM (5 : 1 FAR)	▨ MEDIUM (4.8 : 1 FAR)
		□ MODERATELY LOW (3.6 : 1 FAR)
		□ LOW (2.0 : 1 FAR or less)

NOTE

In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential-Commercial and Neighborhood Commercial districts FAR limits apply to non residential uses and dwelling unit limits apply to residential uses. See map in Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.

* Areas Under Planning Study.
Mapped Densities Are From The Planning Code.


DAF (EXISTING)
NORTH POINT
NORTH SHORE
RICHMOND-SUNSET (EXISTING)
OCEAN-BAY DRAINAGE BOUNDARY
WESTSIDE
BAYSIDE
INTERIM OUTFALL
SOUTHEAST
SOUTHWEST
SOUTHEAST

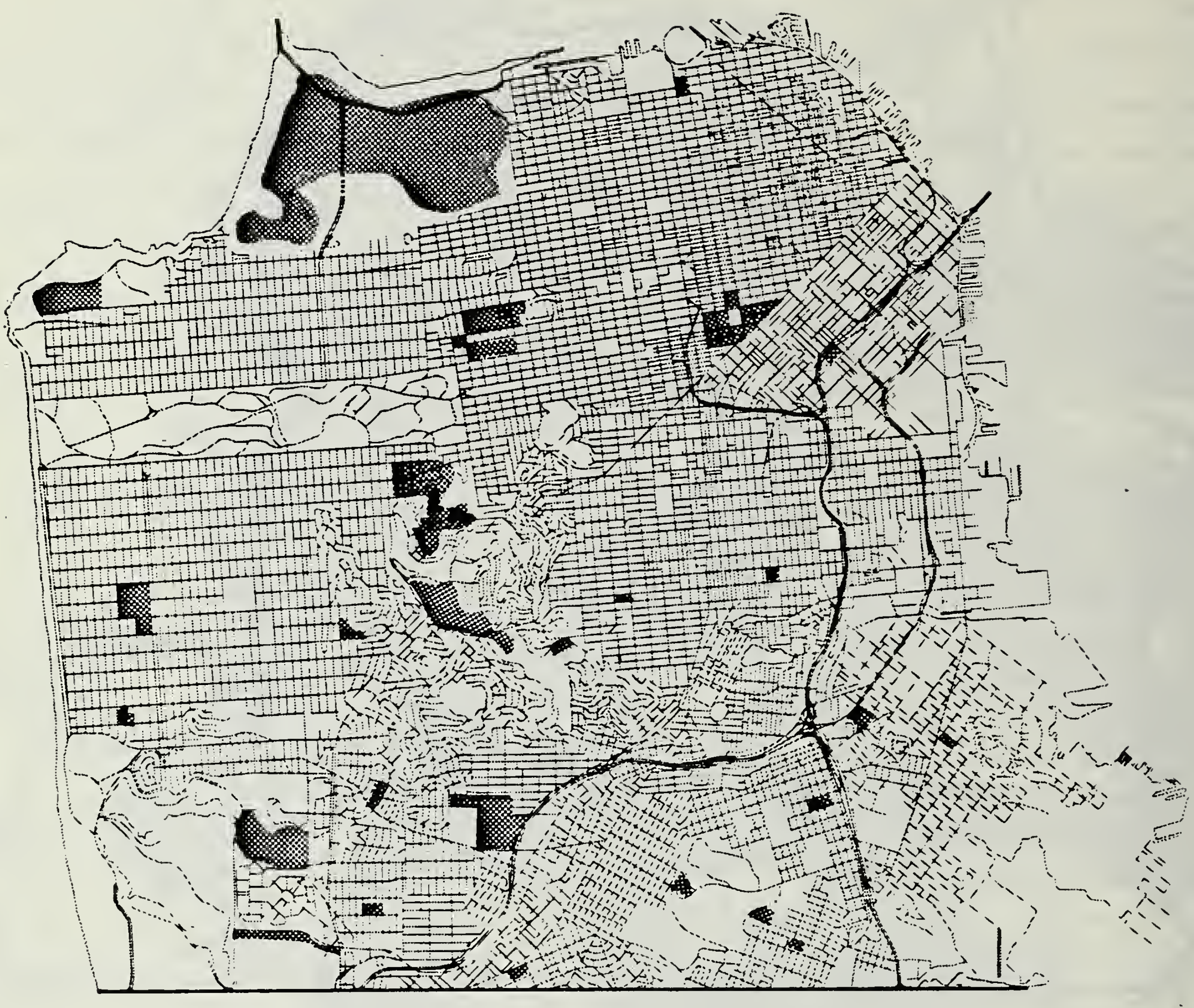
WASTEWATER AND SOLID WASTE FACILITIES MASTER PLAN

◆◆◆◆ RICHMOND AND LAKE MERCED TRANSPORTS.
○ PUMP STATION.
⌂ OUTFALL.
▨ WATER POLLUTION CONTROL PLANT.
⬢ SOLID WASTE FACILITY

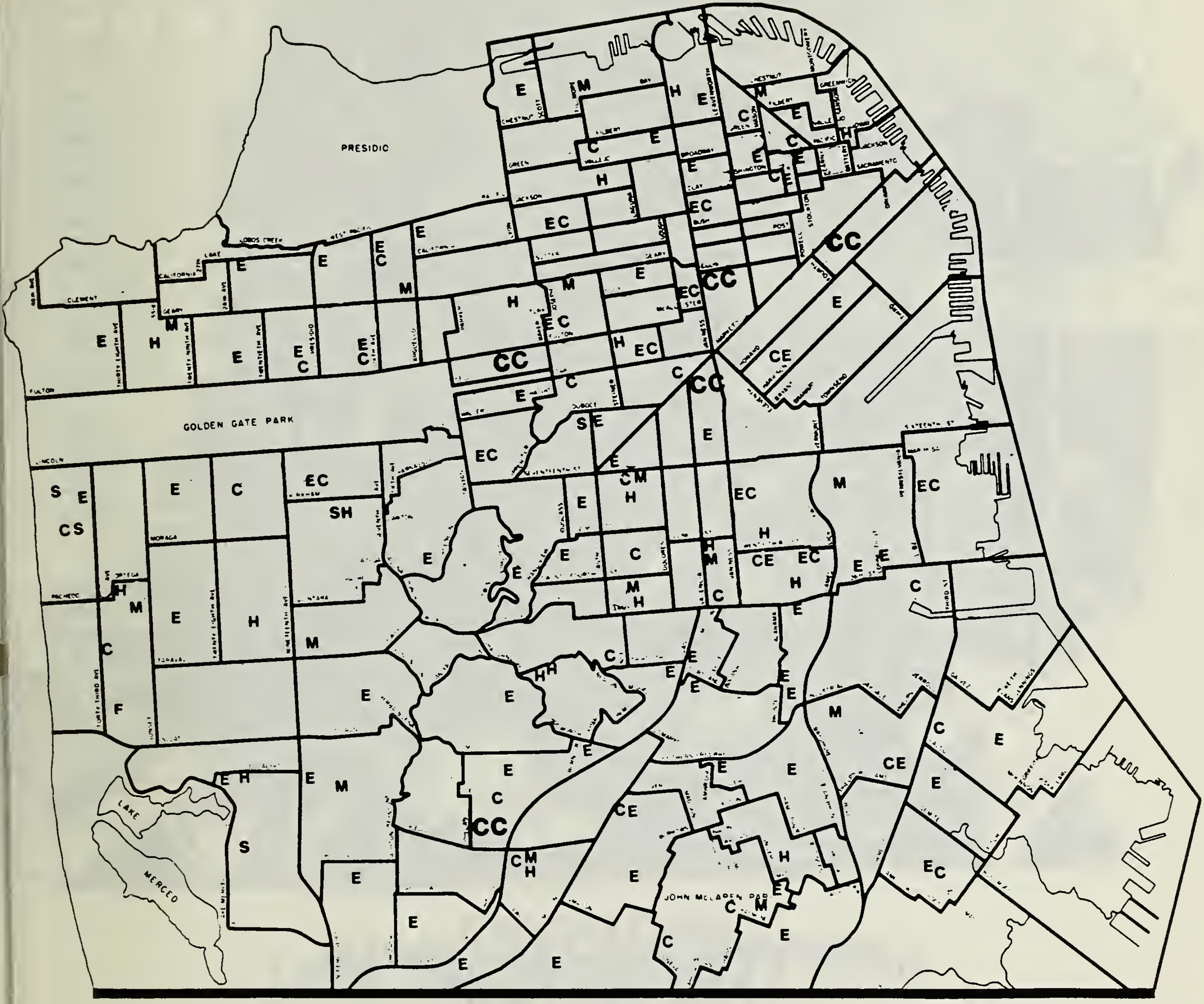
▬ BAYSIDE CORE SYSTEM.
■■■■ WESTSIDE CORE SYSTEM.*
●●●●● REMAINING BAYSIDE SYSTEM.
●●●● CROSSTOWN TRANSPORT.*
▲ RETENTION BASIN

*LONG RANGE FUNDING PROJECTIONS FOR BEYOND 1985.

Sources:
San Francisco Clean Water Program February 1982
San Francisco County Solid Waste Management Plan July 1983
The Community Facilities Element



INSTITUTIONAL USES PLAN


PRESIDIO
GOLDEN GATE PARK
LAKE MERCED
JOHN MCLAREN PARK
LINCOLN
FULTON
CLEMENT
CALIFORNIA
GEARY
LOBOS CREEK
SIXTEENTH ST
THIRD ST

PUBLIC SCHOOL FACILITIES PLAN

C CHILDREN'S CENTER

M MIDDLE SCHOOLS

S SPECIAL SCHOOLS

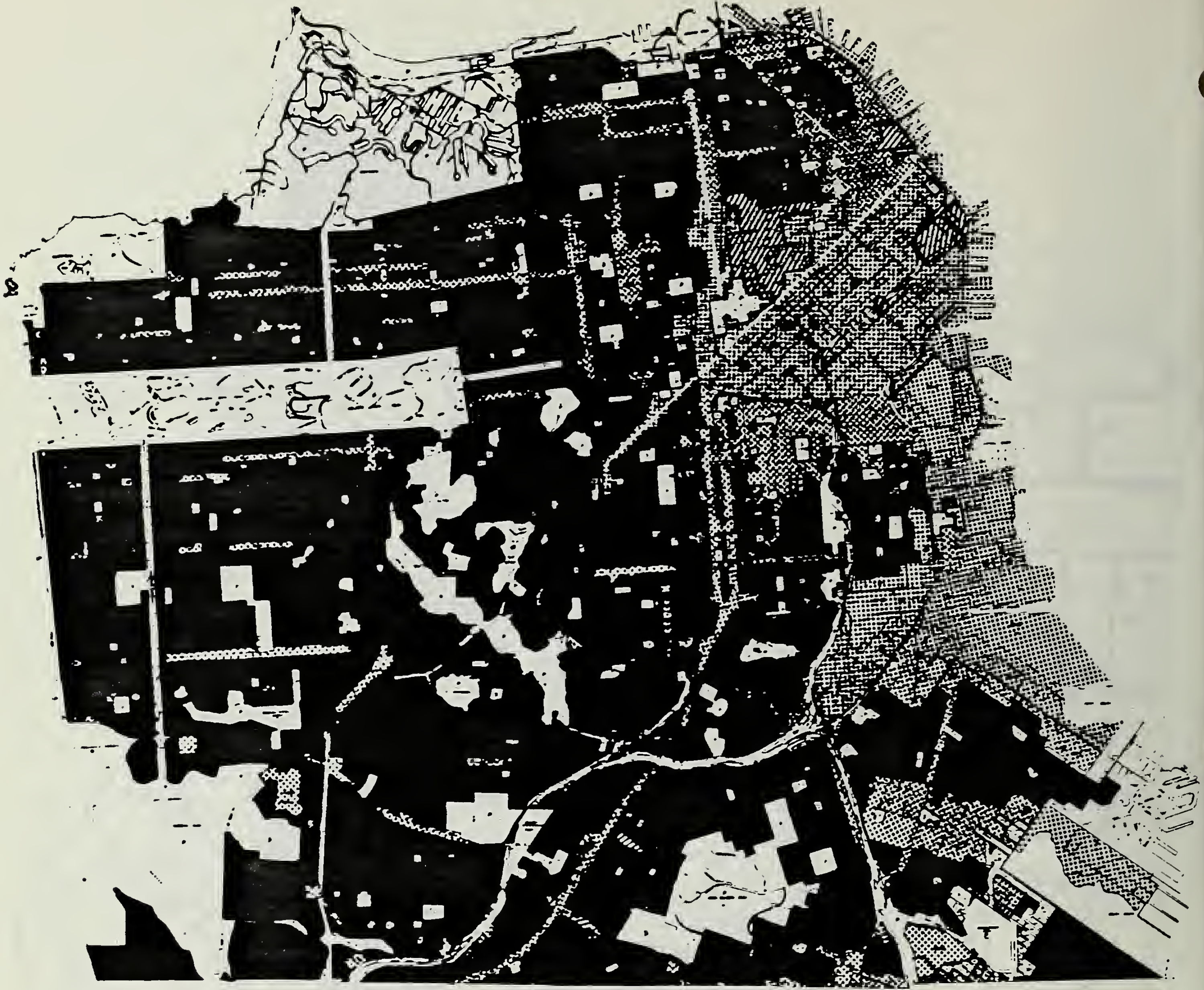
H HIGH SCHOOLS

E ELEMENTARY SCHOOLS

CC CITY COLLEGE

Note: Boundary Lines are Census Tracts

Source: The Community Facilities Element



GENERALIZED RESIDENTIAL LAND USE PLAN

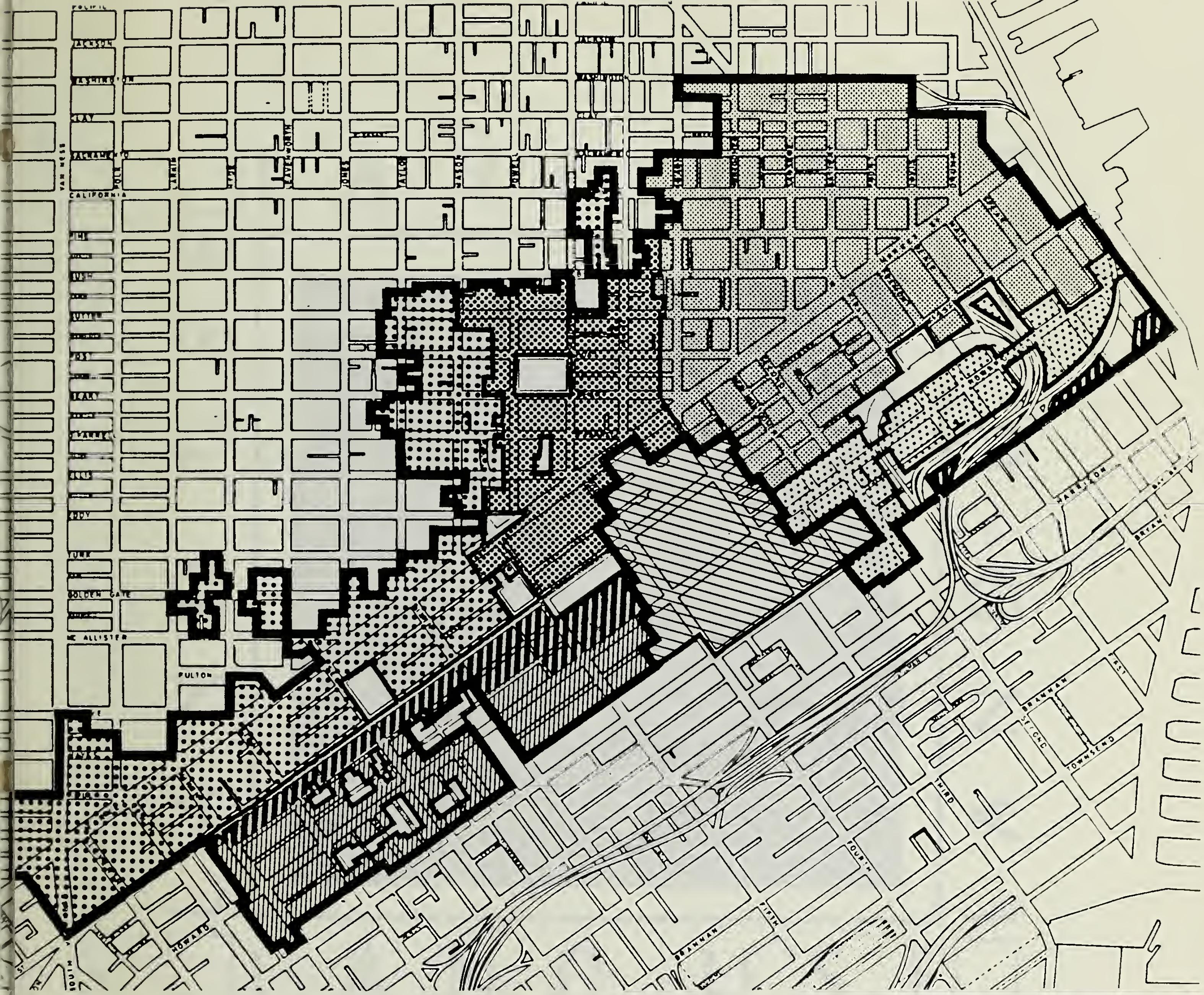
■ **RESIDENTIAL**

▨ **MIXED USE, Predominantly Residential**

░ **MIXED USE, Predominantly Commercial/Industrial**

□ **PUBLIC/OPEN SPACE**

Source: The Residence Element


JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
VAN NESS
POLK
LARKIN
HYDE
LEAVENWORTH
JONES
TAYLOR
MASON
POWELL
GOLDEN GATE
MC ALLISTER
FULTON
HOWARD
BRYANT
BRANNAN
TOWNSEND
SECOND
THIRD
FOURTH
FIFTH

DOWNTOWN LAND USE AND DENSITY PLAN

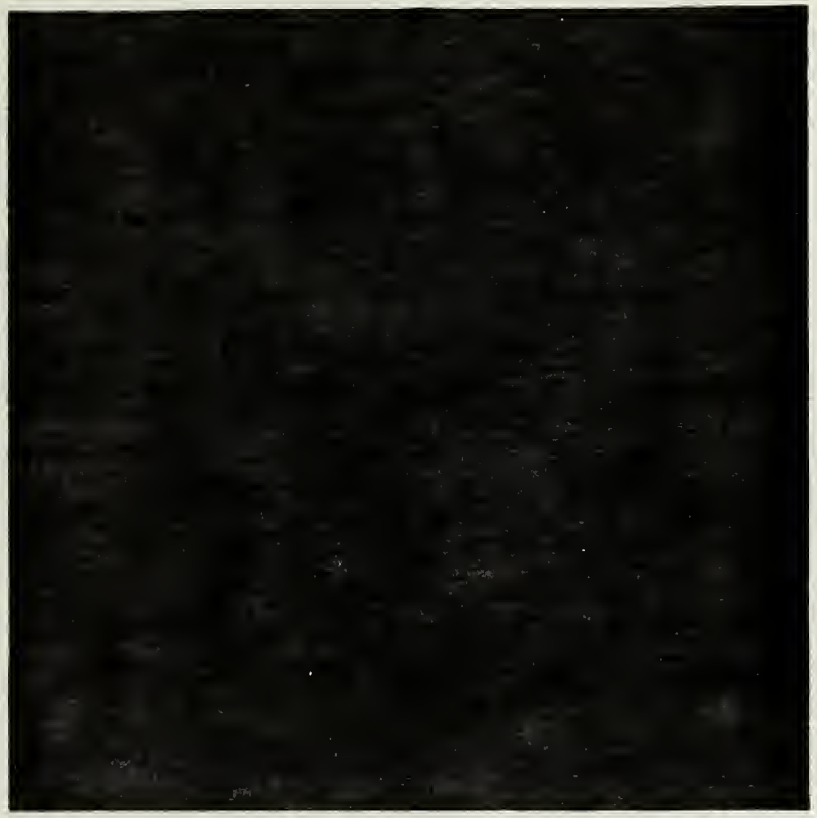
PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY		APPROPRIATE ZONING DISTRICT
	Density*	Height	
▓ Downtown Office	FAR 9:1		C-3-O
░ Downtown Office	6:1		C-3-O (SD)
▒ Downton Retail	6:1		C-3-R
⁘ Downtown General Commercial	6:1		C-3-G
▰ Downtown Service	5:1		C-3-S
▨ Downtown Service, Industrial, Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
▧ Mixed Use	See Yerba Buena Center Redevelopment Plan		

* Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O(SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

Source: The Downtown Plan

LAND USE

LAND USE



LAND USE

LAND USE

A PROPOSED INDEX TO LAND USE POLICIES AND MAPS IN THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

November 27, 1987

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INTRODUCTION 1

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RECREATION AND OPEN SPACE 14

PUBLIC FACILITIES 17

AREAS SUBJECT TO FLOODING 17

POPULATION DENSITY AND BUILDING INTENSITY 26

LAND USE INDEX

INTRODUCTION

California planning law requires every city and county to adopt a "comprehensive, long-term general plan for the physical development" of the community. Government Code Section 65302 specificies that every general plan must have nine elements, including a land use element:

> "which designates the proposed generaly distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan."

Government Code Section 65302 also provides that the nine required elements of the Master Plan may, at the discretion of the county or city, be combined if the county or city complies with all requirements regarding the content of general plan elements. This modified approach is the approach taken in San Francisco. In the San Francisco Master Plan[a] land use policies and maps are not all contained in a single element called the Land Use Element. Rather, they are contained in various other elements of the Master Plan (for example, policies regarding the use of land for housing are included in the Residence Element) and in sections of the Master Plan called Area Plans which cover specific geographic areas (for example, land use policies for the area along the Bay between Aquative Park and China Basin Channel are contained in the Northeastern Waterfront Plan).

In order to provide an easy reference to the various land use policies which are contained throughout the Master Plan, and to relate these policies and maps to the State law requirements regarding the content of land use elements this section of the Master Plan is being adopted. It cross references the State Law requirements for a land use element with the land use policies as contained in various elements and area plans of the San Francisco Master Plan.

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[a] The term "General Plan" as used in the California Government Code and the term "Master Plan" as used in the Charter of the City and County of San Francisco are synonymous.

HOUSING

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for housing." This required material is contained in the Residence Element and various Area Plans as indicated below.

Housing Land Use Policies from Other Parts of the Master Plan

Residence Element
Objective 1, Policies 1-6
Objective 3, Policies 1-3
Objective 4, Policy 2
Objective 7, Policy 9

Downtown Plan
(Space for Housing)
Objective 1, Policies 1 and 2
Objective 2, Policies 1 and 2

Western Shoreline Plan
Richmond and Sunset Residential Neighborhoods, Objective 11, Policies 1 and 2

Northeastern Waterfront Plan
Residential Objective, Policies 1-4
SUBAREAS
Base of Telegraph Hill
  Objective 3 , Policy 2
Ferry Building Area
  East Street Row Policy
  Rincon Annex, Policy 2
North China Basin Area
  Residential Neighborhood, Policies 1 and 2
  Housing with Neighborhood Commercial, Policy 1
  Pier 46B, Policy 1

Central Waterfront Plan
Land Use: Objective 2, Policy 1
Residence: Objective 1, Policies 1-3
SUBAREAS
China Basin
  Objective 3, Policy 2
Lower Potrero
  Objective 2, Policies 2 and 3

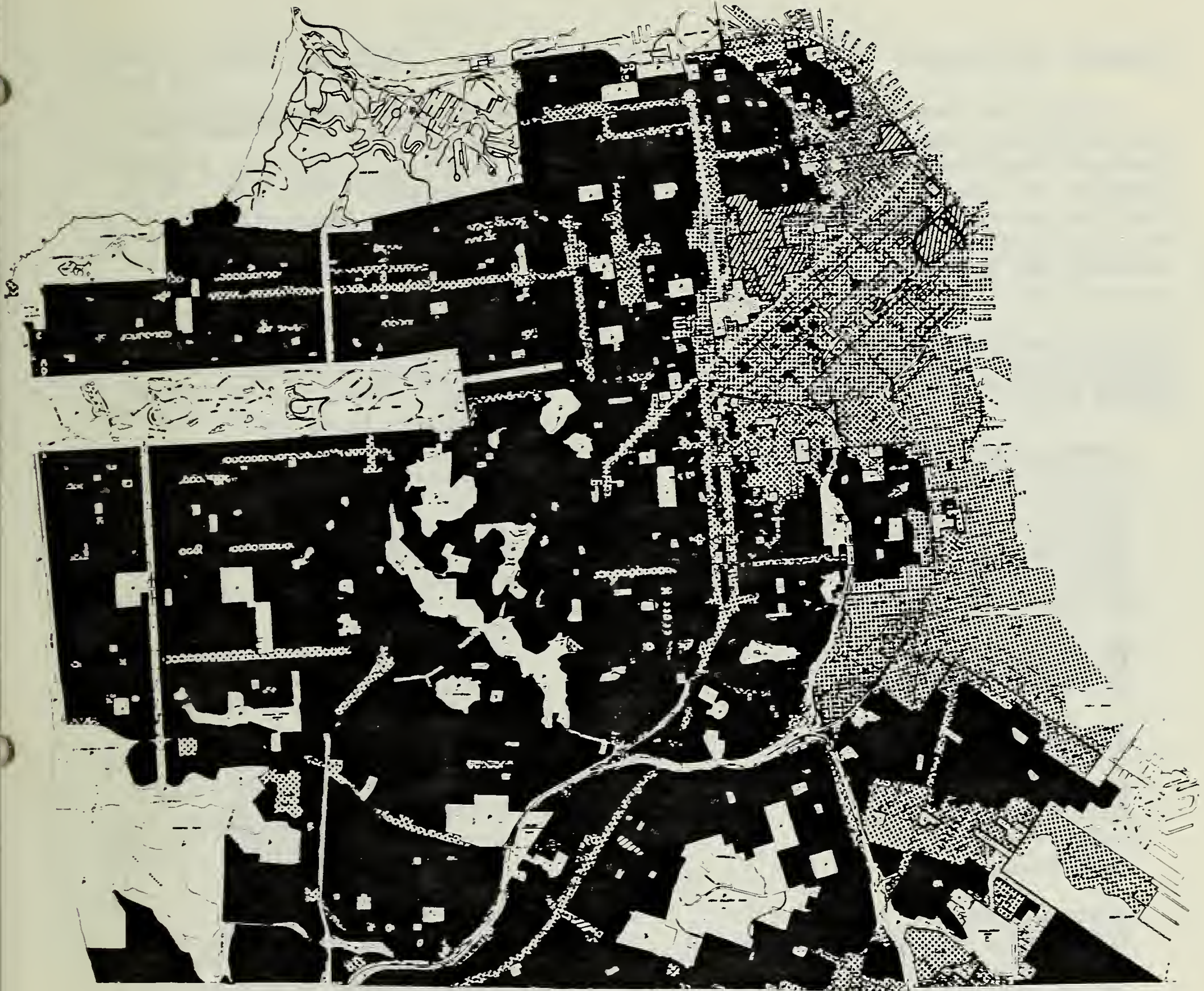
South Bayshore Plan
Residence: Objective 1, Policies and Plan Proposals 5-8
Subarea Plan for San Francisco
  Executive Park, Objective, Policy 5

Rincon Hill Plan
Land Use: Objective 1
Housing: Objective 3

Chinatown Plan
Objective 3, Policies 1 and 2

Housing Land Use Maps from other parts of the Master Plan.

The following map constitutes the Generalized Residential Land Use Plan for the City.



GENERALIZED RESIDENTIAL LAND USE PLAN

■ RESIDENTIAL

▨ MIXED USE, Predominantly Residential

░ MIXED USE, Predominantly Commercial/Industrial

□ PUBLIC/OPEN SPACE

Source: The Residence Element

COMMERCE AND INDUSTRY

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for business and industry." This required material is contained in the Commerce and Industry Element and various Area Plans as indicated below.

Commerce and Industry Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 1, Policy 3[a]
Objective 2, Policy 1
Objective 4, Policies 6, 11
Objective 5, Policies 4, 7, 8 and 9
Objective 8[b], Policies 1-10
Objective 10[c], Policies 1 and 2

Residence Element
Objective 6, Policy 2

Downtown Plan
Space for Commerce
Objective 1, Policies 1 and 2
Objective 3, Policies 1-4
Objective 4, Policy 1
Objective 5, Policy 1

Western Shoreline Plan
Ocean Beach, Objective 6, Policy 5
Richmond and Sunset Residential Neighborhoods, Objective 11, Policies 2 and 7

Northeastern Waterfront Plan
Land Use
  Objective 1, Policies 1 and 2
  Objective 2, Policy 5
Maritime and Industrial
  Objective 1, Policies 1, 2, 4
  Objective 2, Policies 1-3
Commerce
  Objective 1, Policies 1-5
Urban Design
  Objective, Policy 4
SUBAREAS
Fisherman's Wharf
  Objective 1, Policies 1 and 2
  Objective 2, Policies 1 and 2
Base of Telegraph Hill
  Objective 1, Policies 1 and 2
  Objective 3, Policies 1 and 3
Ferry Building Area
  Pier 3, Policies 5 and 8
  Pier 1, Policy 2
  Ferry Building, Policy 2
  Agricultural Building, Policies 1 and 2
  Pier 24, Policies 2 and 3
  East Street Row, Policy 1
  Rincon Hill, Policies 1 and 2
  Hills Bros. Coffee, Policy 1
  Block 3741, Policy 1
  Inland Site, Policy 2
North China Basin
  Piers 26-38, Policy 1
  Blocks 3766-3771, Policy 2
  Piers 40-46A, Policy 3
  Housing with Neighborhood Commercial, Policy 1
  Historic Preservation, Policies 1 and 2
  Pier 46B Policy

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[a] New policy proposed as part of current package of amendments

[b] Objective adopted as #8 as part of NCRS amendments but will be renumbered as a result of other amendments when Master Plan is reprinted

[c] Currently Objective #10, but will be renumbered when Master Plan is reprinted as a result of recent amendments

Central Waterfront Plan

Land Use
  Objective 1, Policies 1 and 2
  Objective 2, Policy 2
Industry
  Objective 1, Policies 1, 2, 8, 10 and 11
Maritime
  Objective, Policies 1-4
Commerce
  Objective, Policies 1-4

SUBAREAS

Showplace Square
  Objective 1, Policies 1, 3 and 4
North Potrero
  Objective 1, Policies 1 and 2
China Basin
  Objective 1, Policy 1
Central Basin
  Objective 1, Policies 1, 2, and 3
  Objective 2, Policies 1-3
  Objective 3, Policy 2
Islais Creek
  Objective 1, Policies 1-3
  Objective 3, Policy 1
Lower Potrero
  Objective 1, Policies 1 and 2

South Bayshore Plan

Commerce Objective, Policies 1 3, 4, 7, 8, 9 and 10
Industry Objective, Policies 1 2, 3 and 4
Subarea Plan for San Francisco Executive Park, Objectivel, Policies 1-4

Chinatown Plan

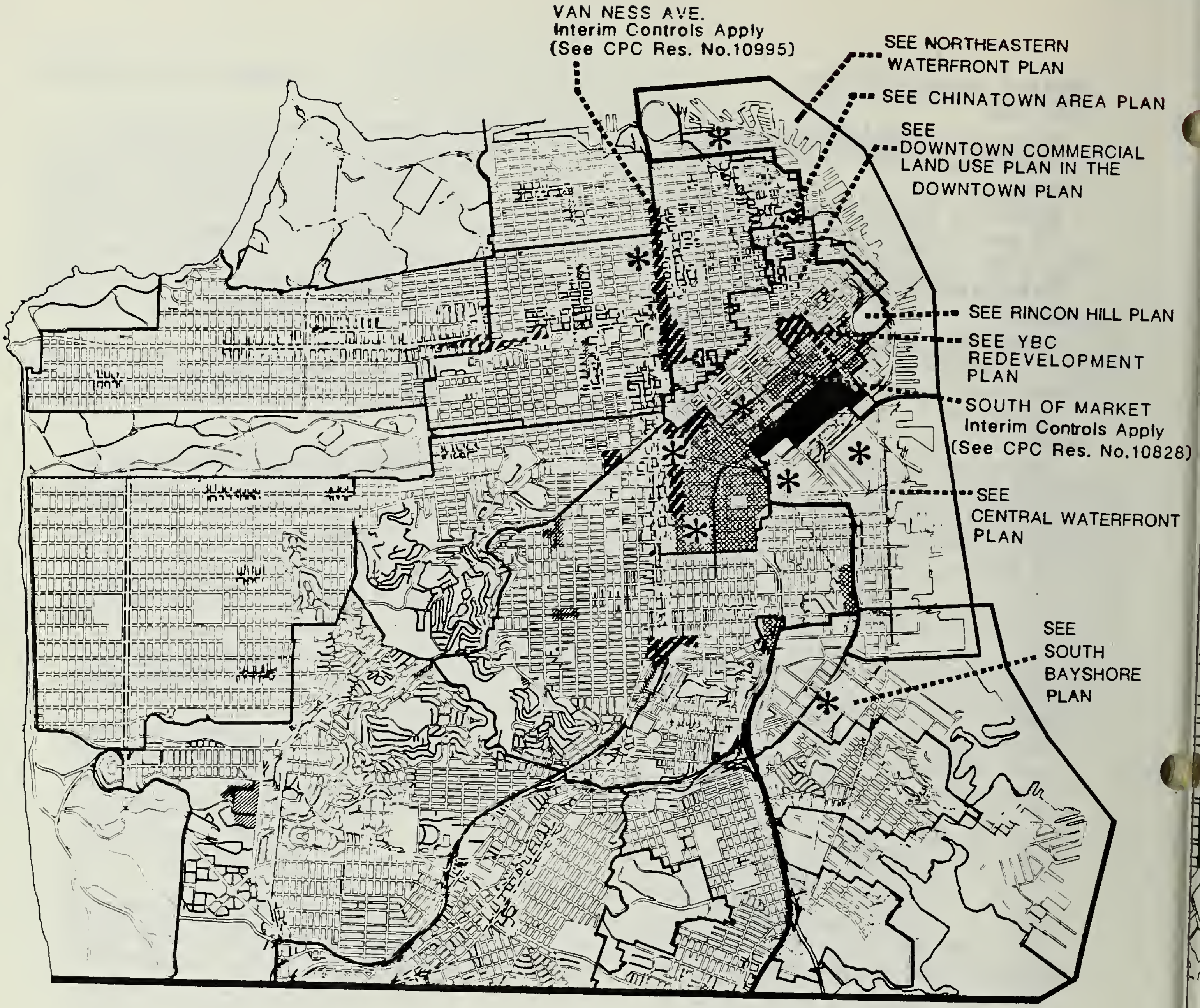
Objective 4, Policies 1-3
Objective 5, Policy
Objective 6, Policy 2

Rincon Hill Plan

Land Use, Objectives 2 and 3

Commercial and Industrial Land Use Maps from Other Parts of the Master Plan

The following maps constitute the commercial and industrial land use plans for the areas they cover.


VAN NESS AVE.
Interim Controls Apply
(See CPC Res. No.10995)
SEE NORTHEASTERN WATERFRONT PLAN
SEE CHINATOWN AREA PLAN
SEE DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN
SEE RINCON HILL PLAN
SEE YBC REDEVELOPMENT PLAN
SOUTH OF MARKET
Interim Controls Apply
(See CPC Res. No.10828)
SEE CENTRAL WATERFRONT PLAN
SEE SOUTH BAYSHORE PLAN
*

GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

▨ **MAJOR SHOPPING**

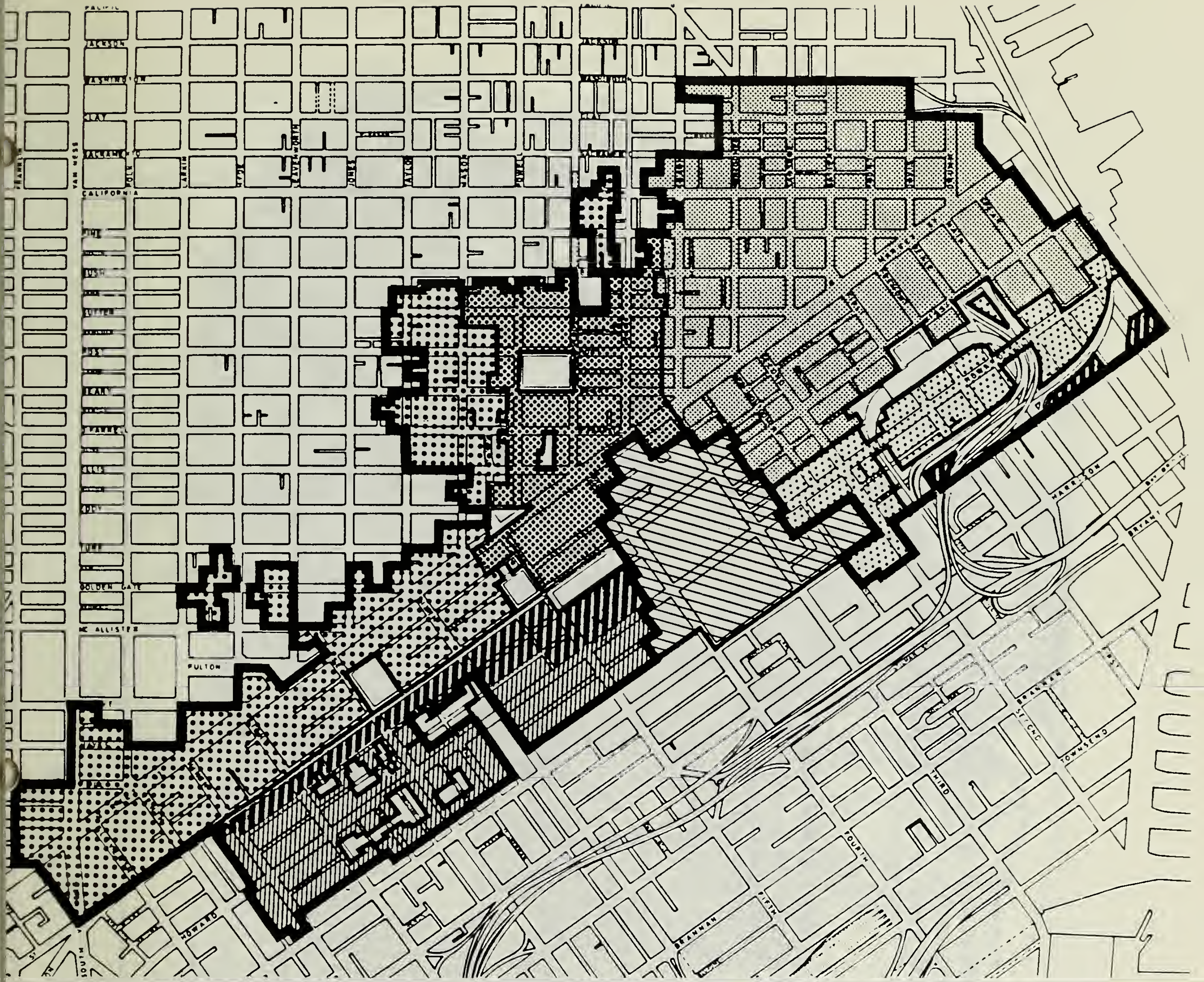
▒ **LIGHT INDUSTRY**

▨ **BUSINESS AND SERVICES**

■ **GENERAL INDUSTRY**

*Areas Under Planning Study.

For Neighborhood Commercial Areas , See The Generalized Neighborhood Commercial Land Use And Density Plan .

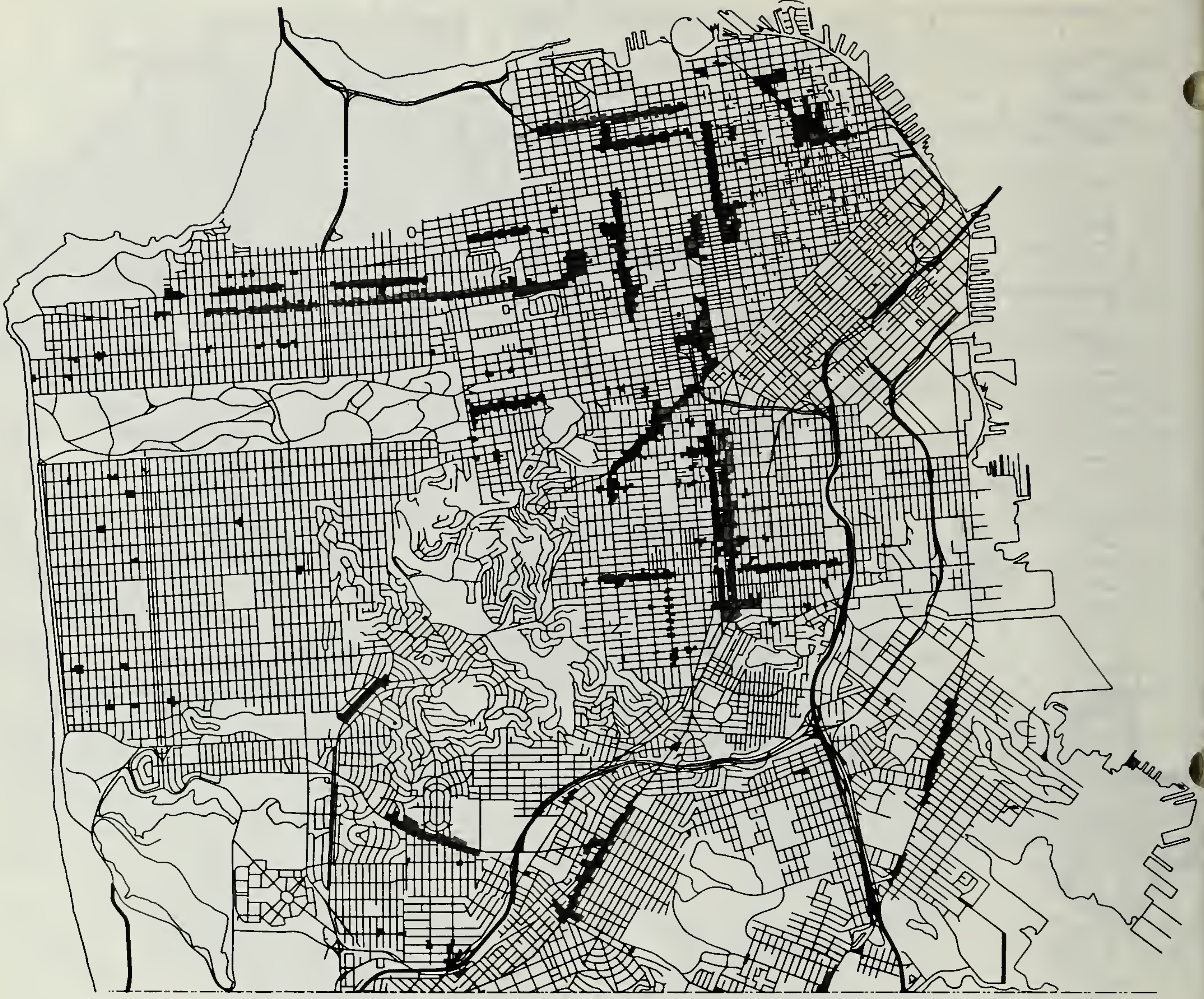

PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
VAN NESS
GOLDEN GATE
MC ALLISTER
FULTON
HOWARD
HARRISON
BRYANT
BRANNAN
TOWNSEND
THIRD
FOURTH
FIFTH

DOWNTOWN LAND USE AND DENSITY PLAN

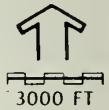
PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY Density*	BUILDING COMMERCIAL INTENSITY Height	APPROPRIATE ZONING DISTRICT
▩ Downtown Office	FAR 9:1		C-3-O
⋯ Downtown Office	6:1		C-3-O (SD)
▦ Downton Retail	6:1		C-3-R
● Downtown General Commercial	6:1		C-3-G
▰ Downtown Service	5:1		C-3-S
▨ Downtown Service, Industrial, Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
╲ Mixed Use	See Yerba Buena Center Redevelopment Plan		

* Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O(SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

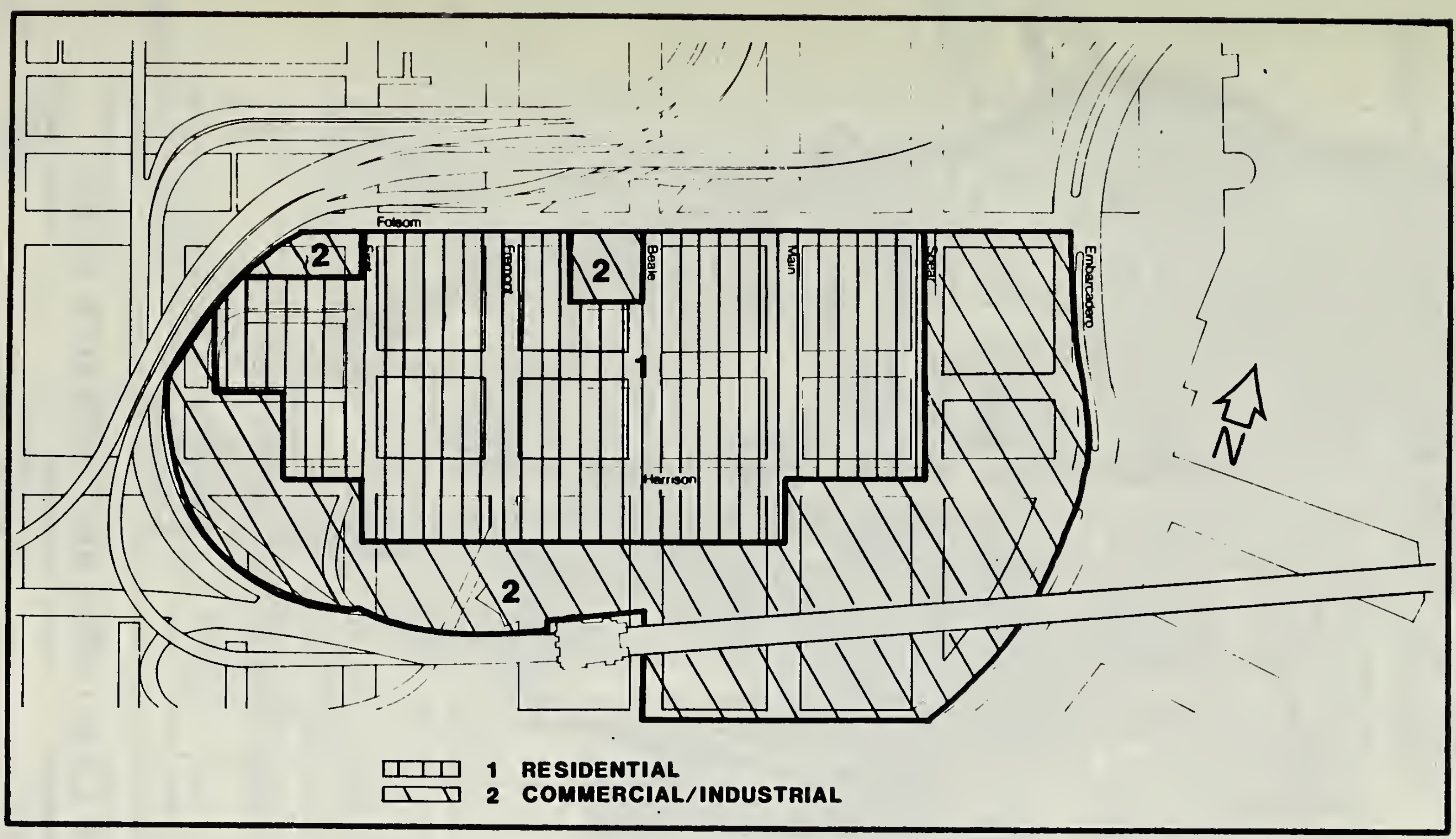
Source: The Downtown Plan



GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

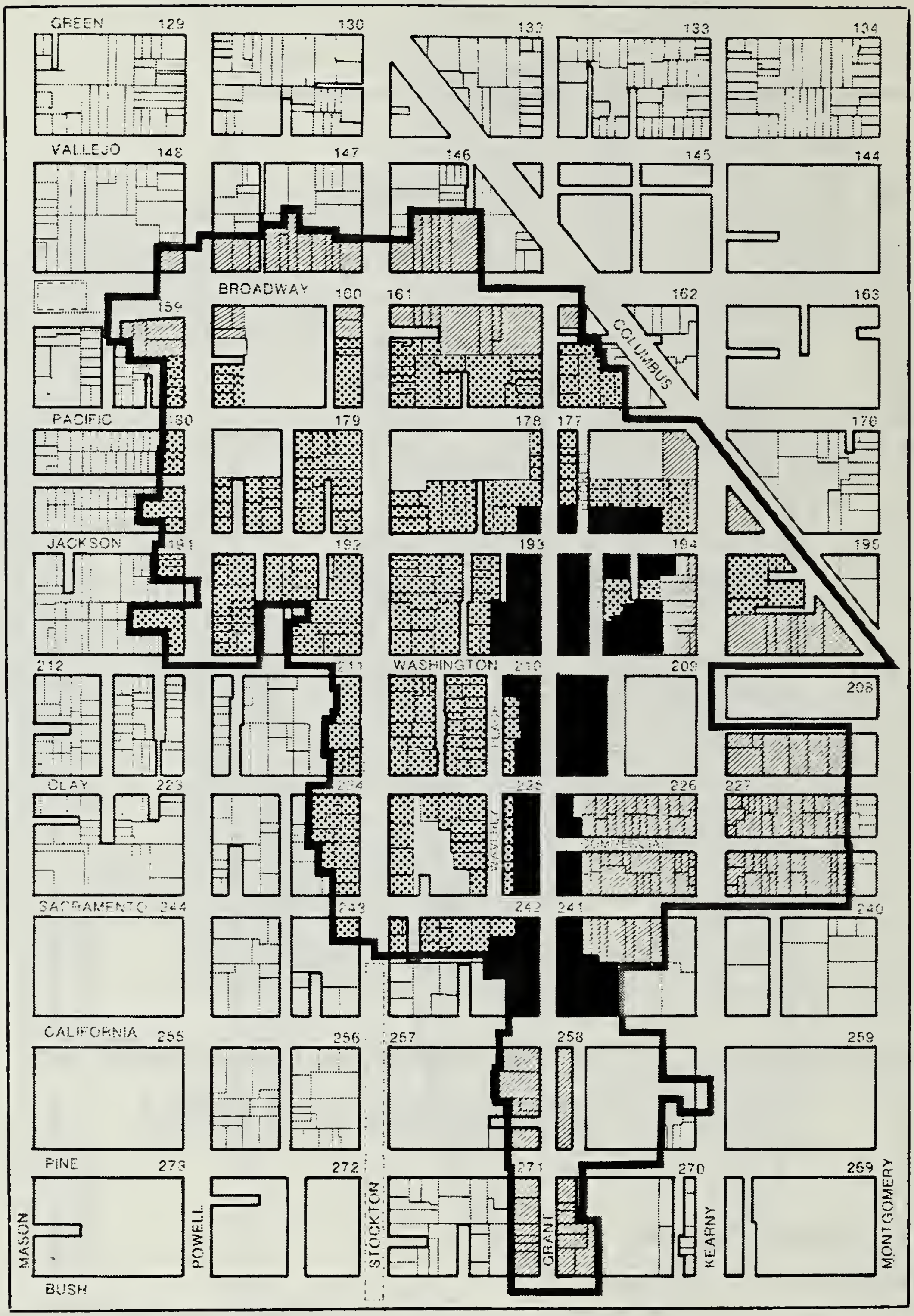


		COMMERCIAL INTENSITY (Stories)
■	NEIGHBORHOOD CLUSTER	1
	SMALL SCALE NEIGHBORHOOD DISTRICT	1 - 2
▨	MODERATE SCALE NEIGHBORHOOD DISTRICT	1 - 4
	NEIGHBORHOOD SHOPPING CENTER	1 - 4
■	INDIVIDUAL NEIGHBORHOOD DISTRICT	1 - 4


Folsom
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison
1
2
2
2
N
1 RESIDENTIAL
2 COMMERCIAL/INDUSTRIAL

MAP 6: LAND USE PLAN

In Block 3766, Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.


GREEN
129
130
132
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VALLEJO
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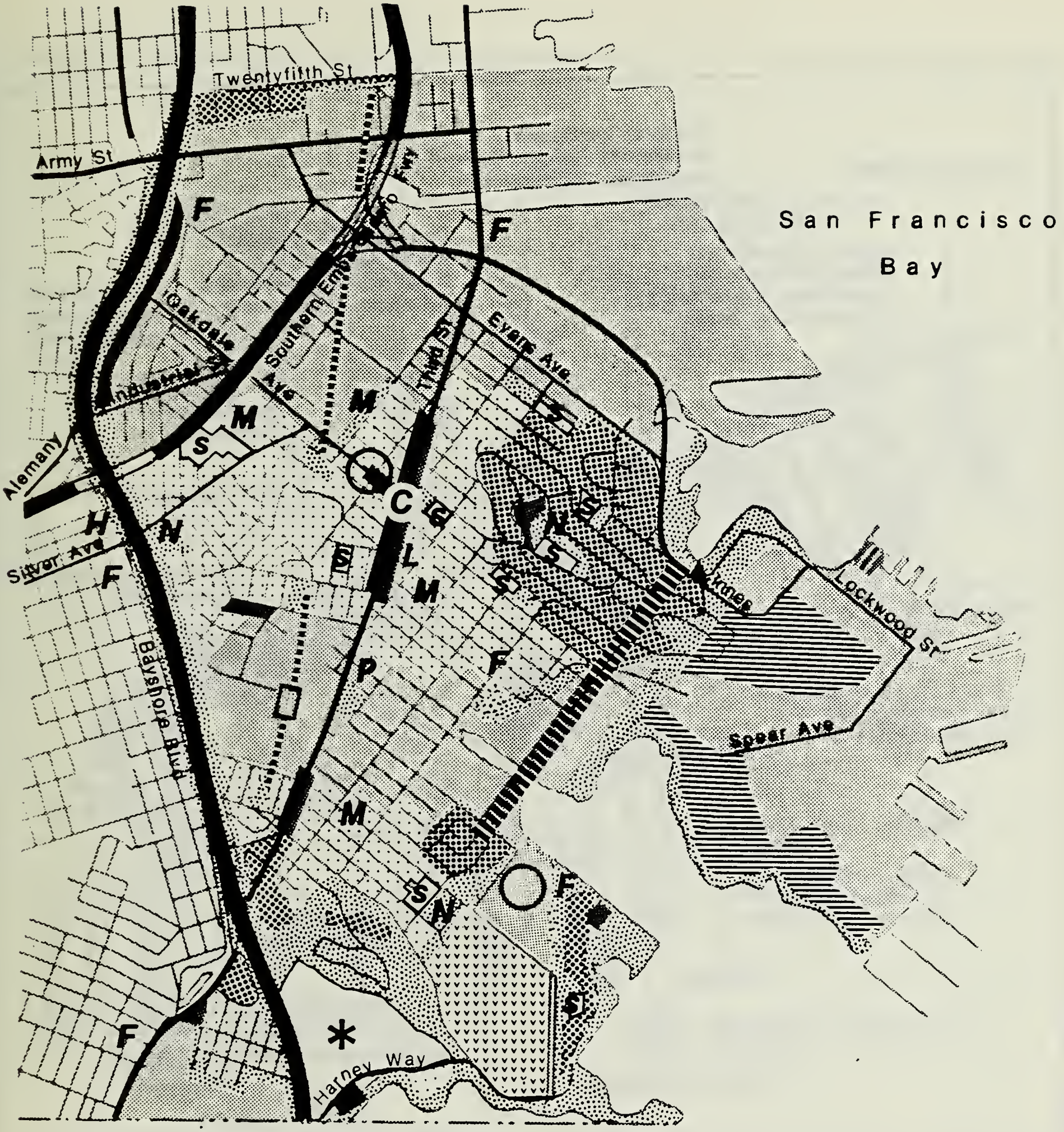
145
144
BROADWAY
160
161
159
162
163
COLUMBUS
PACIFIC
180
179
178
177
176
JACKSON
191
192
193
194
195
212
211
WASHINGTON
210
209
208
WAVERLY PLACE
CLAY
223
224
225
226
227
COMMERCIAL
SACRAMENTO
244
243
242
241
240
CALIFORNIA
255
256
257
258
259
PINE
273
272
271
270
269
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
BUSH

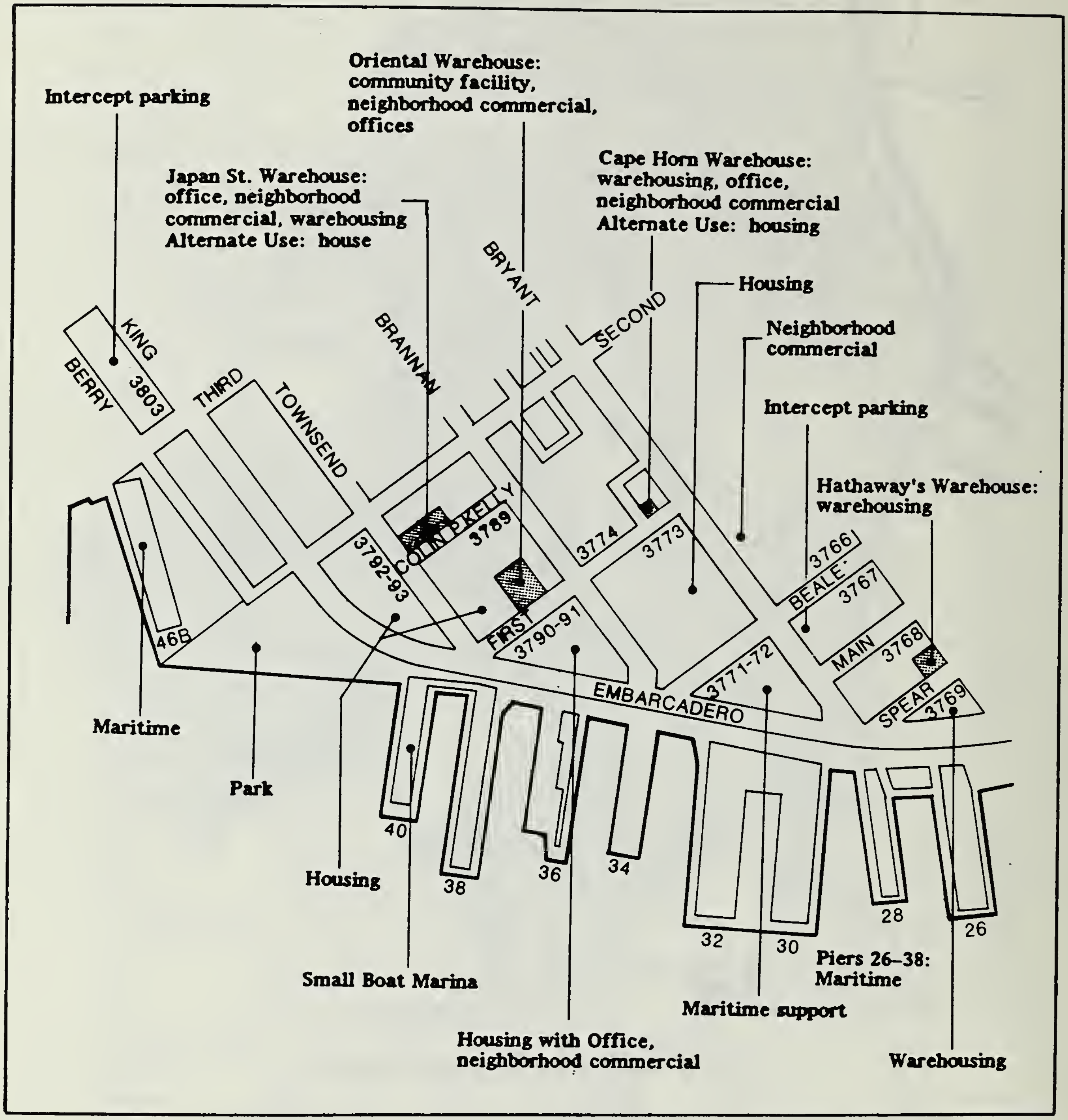
CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
▒	**Chinatown Residential Neighborhood Commercial**	**FAR 1:1**	**CRNC**
▨	**Chinatown Community Business**	**2.8:1**	**CCB**
■	**Chinstown Vistor Retail**	**2:1**	**CVR**

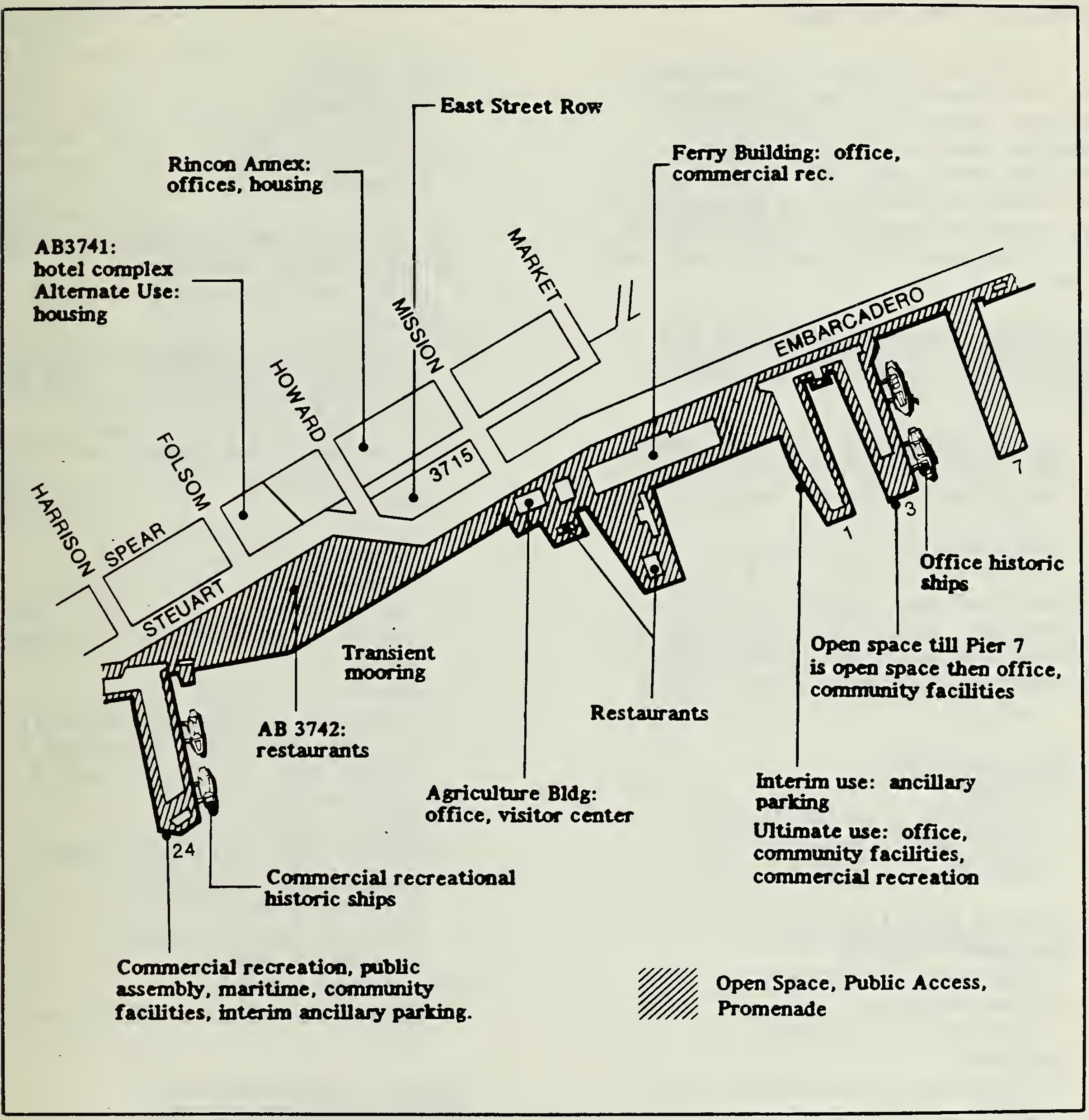

San Francisco Bay
Twentyfifth St
Army St
Southern Embarcadero Fwy
Oakdale
Industrial St
Southern Ave
Evans Ave
Third St
Alemany
Silver Ave
Bayshore Blvd
Jennings
Lockwood St
Spear Ave
Harney Way
F
M
S
C
N
L
H
P

SOUTH BAYSHORE PLAN

⋯	Low Density Residential
▩	Medium Density Residential
⩔	Candlestick Park
░	Park. Recreation. Planted Area
■	Commercial
▒	Industrial
☰	Support Facilities. Naval Shipyard
○	Alternate Sites for Higher Educational Facilities
S	School
M	Mini Park
C	Community Center
N	Neighborhood Center
L	Library
H	Public Health Center
P	Police Station
F	Fire Station
—	Local Street
—	Secondary Thoroughfare
━	Major Thoroughfare
▬	Freeway
·······	S.P. Railroad and Station
✱	See Sub-Area Plan for San Francisco Executive Park
▮▮▮▮▮▮	Refer to The Transportation Element for criteria for State Route 230


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: house
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
COLIN P KELLY
3789
3792-93
3774
3773
3766
BEALE
3767
FIRST
3790-91
3771-72
MAIN
3768
SPEAR
3769
46B
EMBARCADERO
Maritime
Park
Housing
40
38
36
34
32
30
28
26
Small Boat Marina
Piers 26–38: Maritime
Maritime support
Housing with Office, neighborhood commercial
Warehousing

NORTH CHINA BASIN AREA
Land Use Plan


East Street Row
Rincon Annex: offices, housing
Ferry Building: office, commercial rec.
AB3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
1
3
7
24
Office historic ships
Open space till Pier 7 is open space then office, community facilities
Transient mooring
Restaurants
AB 3742: restaurants
Agriculture Bldg: office, visitor center
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
Open Space, Public Access, Promenade

FERRY BUILDING AREA
Land Use Plan

RECREATION AND OPEN SPACE

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for open space and recreation." This required material is contained in the Recreation and Open Space Element and in various Area Plans as indicated below.

Recreation and Open Space Land Use Policies from Other Parts of the Master Plan

Recreation and Open Space Element

Bay Region Objective, Policies 1-4
San Francisco Shoreline Objective,
  Policies 2-5
Citywide System Objective,
  Policies 1, 2, 5, 7, 8, 9, 11
Neighborhoods Objective, Policy 4-7
Downtown Objective 1, Policies 1-6
Downtown Objective 2, Policies 1-3
Downtown Objective 3, Policies 1
  and 2

Downtown Plan

Open Space
  Objective 1, Policies 1-5
  Objective 2, Policies 1-5
  Objective 3, Policies 1-2

Western Shoreline Plan

The Great Highway
  Objective 2, Policy 2
Golden Gate Park
  Objective 3, Policies 1-5
The Zoo
  Objective 4, Policies 1, 4, 5,
  and 8
Lake Merced
  Objective 5,
  Policies 1, 2 and 4
Ocean Beach
  Objective 6, Policies 1 and 4
Sutro Heights Park
  Objective 7 Policies 1-4
Cliff House-Sutro Baths
  Objective 8, Policies 1 and 3
Fort Funston
  Objective 9,
  Policies 1 and 2
Olympic Country Club
  Objective 10, Policies 1-3

Northeastern Waterfront Plan

Recreation and Open Space
  Objective, Policies 2, 4 and 8
SUBAREAS
Fisherman's Wharf Area
  Objective 1, Policy 2
  Objective 2, Policies 1 and 3
Base of Telegraph Hill Area
  Objective 3, Policy 6
Ferry Building Area
  Objective 1
    Pier 7, Policies 1 and 2
    Pier 3, Policies 1, 4, 6, 7
    Promenade, Policies 1 and 2
    Ferry Building, Policies 1, 3-7
    Agricultural Building, Policies 1 and 2
    Pier 24, Policies 1 and 3
    Promenade between Agricultural Building and Pier 24, Policy 1
    Inland Site, Policies 1 and 2
North China Basin Area
    Piers 40-46A, Policy 2
    Public Park, Policies 1 and 2
    Residential Neighborhood, Policies 1 and 6
    Walkways and Open Space, Policies 1 and 2
Embarcadero Corridor
    Embarcadero Roadway, Policies 1 and 2

Central Waterfront Plan

Recreation and Open Space
  Objectives, Policies 1-3
China Basin Area, Objective 2,
  Policy 1
Central Basin Area, Objective 3,
  Policies 1 and 2
Islais Creek Area, Objective 2,
  Policy 1
Lower Potrero Area, Policy 5

South Bayshore Plan

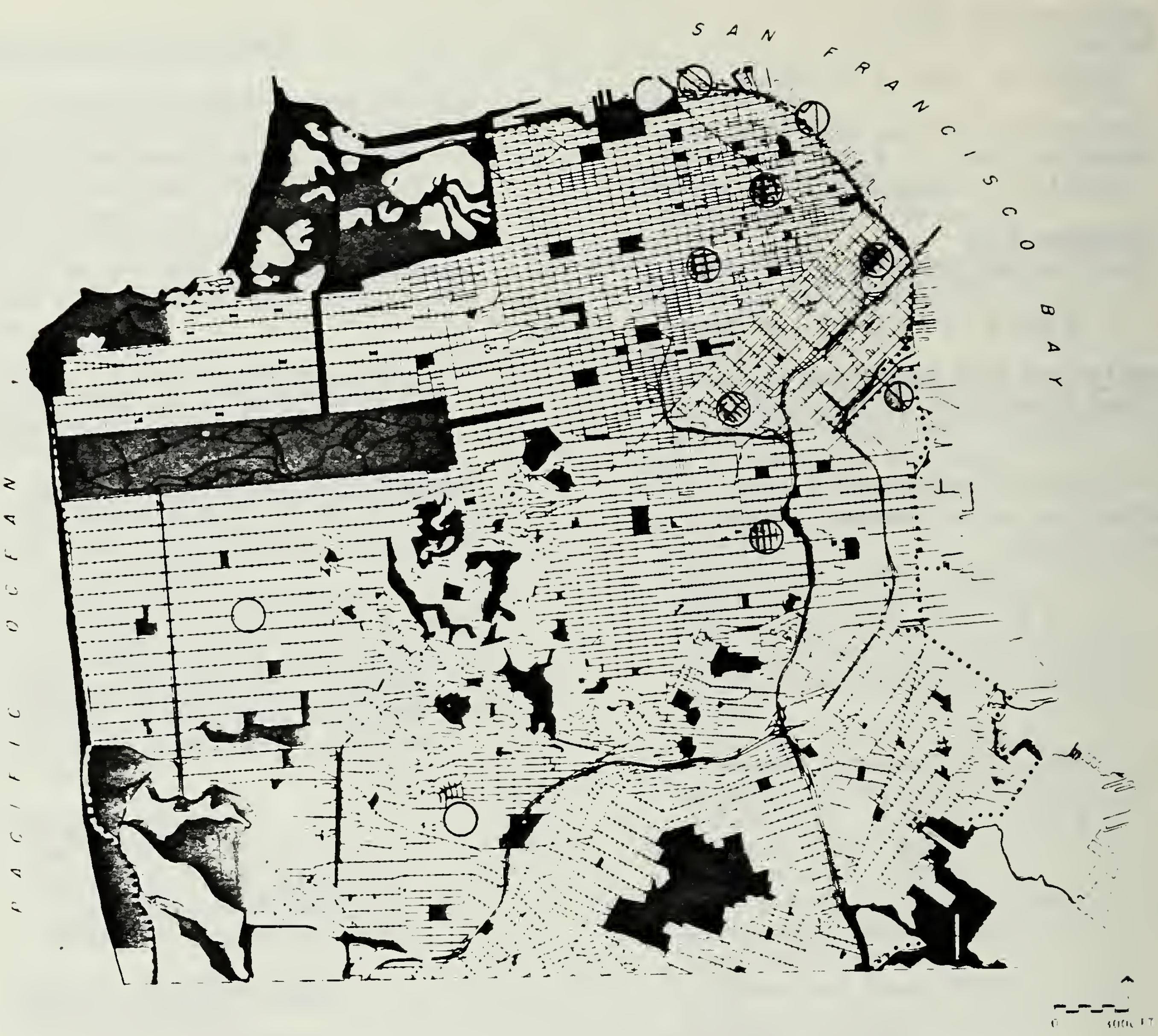
Recreation
  Objectives 1 and 2, Policies 1-15
Subarea Plan for San Francisco Executive Park
  Objective, Policy 6

Chinatown Plan

Objective 4, Policy 4

Recreation and Open Space Land Use Maps from Other Parts of the Master Plan

The following maps indicate the locations for recreation and open space land uses:



EXISTING PUBLIC OPEN SPACE

■ Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

NOTE
BECAUSE OF THE SCALE OF THIS MAP IT IS NOT POSSIBLE TO SHOW PRECISE BOUNDARIES OR EXCEPTIONALLY SMALL OPEN SPACES

PROPOSED PUBLIC OPEN SPACE

▨ Acquire For or Convert To Public Open Space

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

Map 4
CITYWIDE RECREATION & OPEN SPACE PLAN

PUBLIC FACILITIES

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uss of land." This required material is contained in the Community Facilities and Commerce and Industry Elements and various Area Plans as indicated below.

Public Facilities Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 9[a], Policies 1-3

Community Facilities
Wastewater Facilities
  Objective 1, Policy 1[b]
Solid Waste Facilities
  Objective 1, Policy 1[b]
Education
  Objective 1, Policy 1[b]
Police Facilities Plan
  Objective 1, Policies 1-7
  Objective 2, Policies 1-3
Firehouse Location Plan
  Objective, Principles 1-5
Library Location Plan
  Objective, Principles 1-5
Public Health Center Location Plan
  Objective, Principles 1-6
Neighborhood Center Facilities Plan
  Objective 1, Policies 1-8
Institutional Facilities
  Objective 1, Policy 1

Civic Center Plan
Objective 1, Policy 1 and 3
Objective 2, Policies 1-4
Objective 3, Policy 1

Chinatown Plan
Objective 5, Policy 1

Public Facilities Maps from Other Parts of the Master Plan

The following maps indicate the locations for various public facilities.

AREAS SUBJECT TO FLOODING

A land use element is required by the Government Code to "identify areas covered by the plan which are subject to flooding." This required material is contained in the Community Safety Element of the Master Plan.

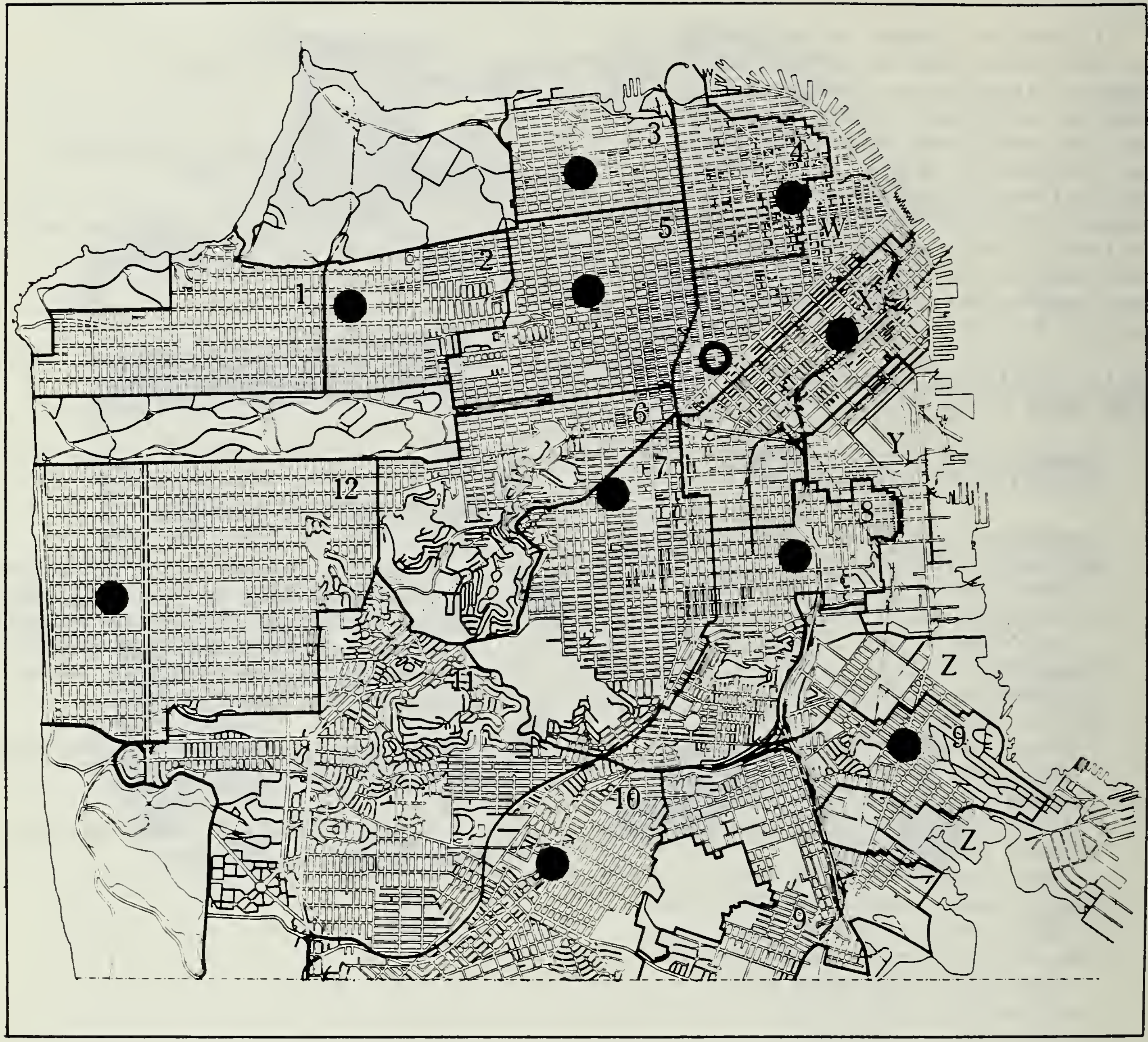
Maps of Areas Subject to Flooding from Other Parts of the Master Plan

The following map indicates the areas subject to flooding.

---

[a] Currently Objective #9, but will be renumbered to #7 when the Master Plan is reprinted as a result of recent amendments.

[b] These are new objectives and policies currently proposed as part of the accompanying package of amendments

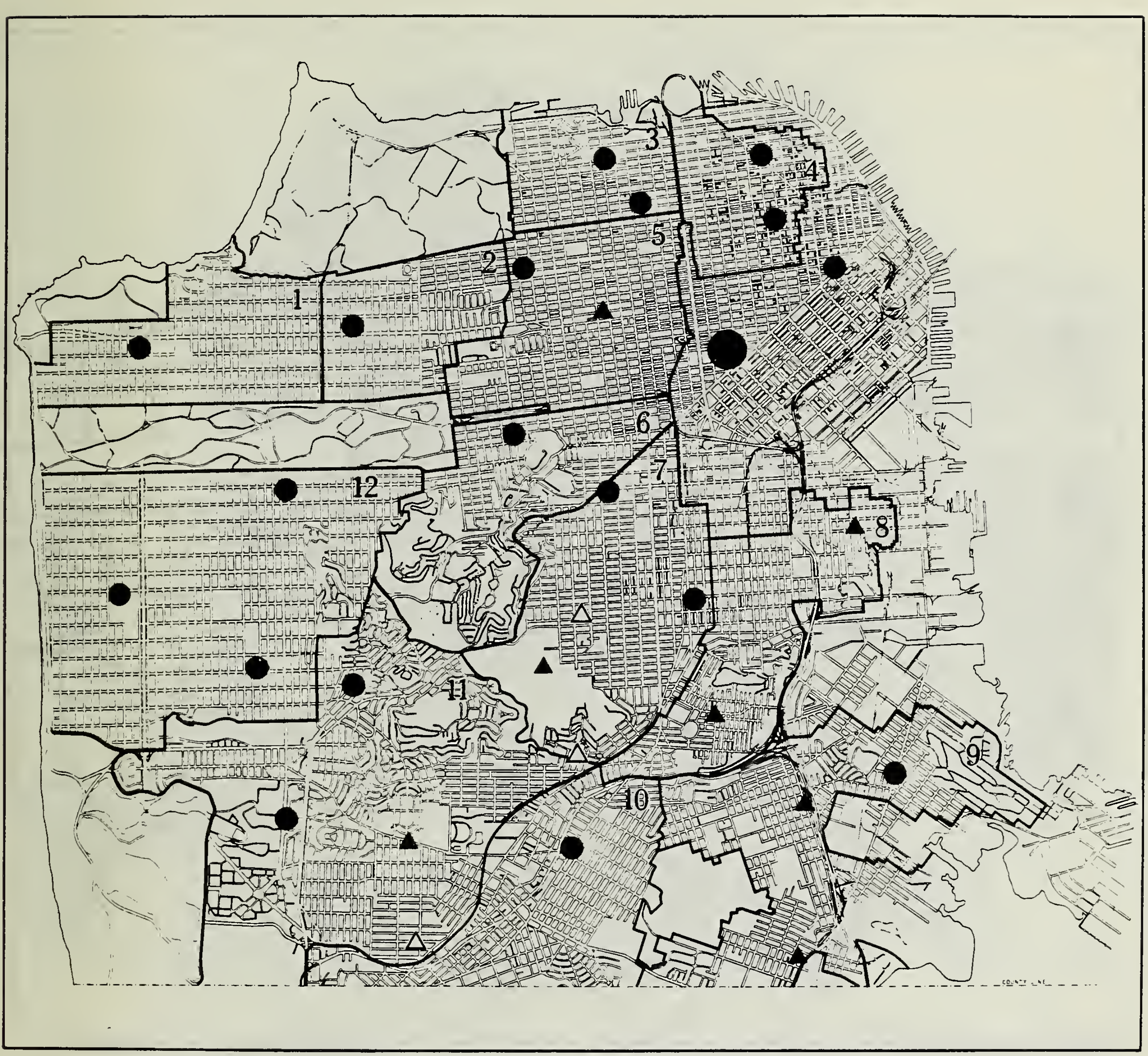

1
2
3
4
5
W
X
6
7
Y
12
8
11
Z
9
10
Z
9

PUBLIC HEALTH CENTER LOCATION PLAN

● District Public Health Center Location

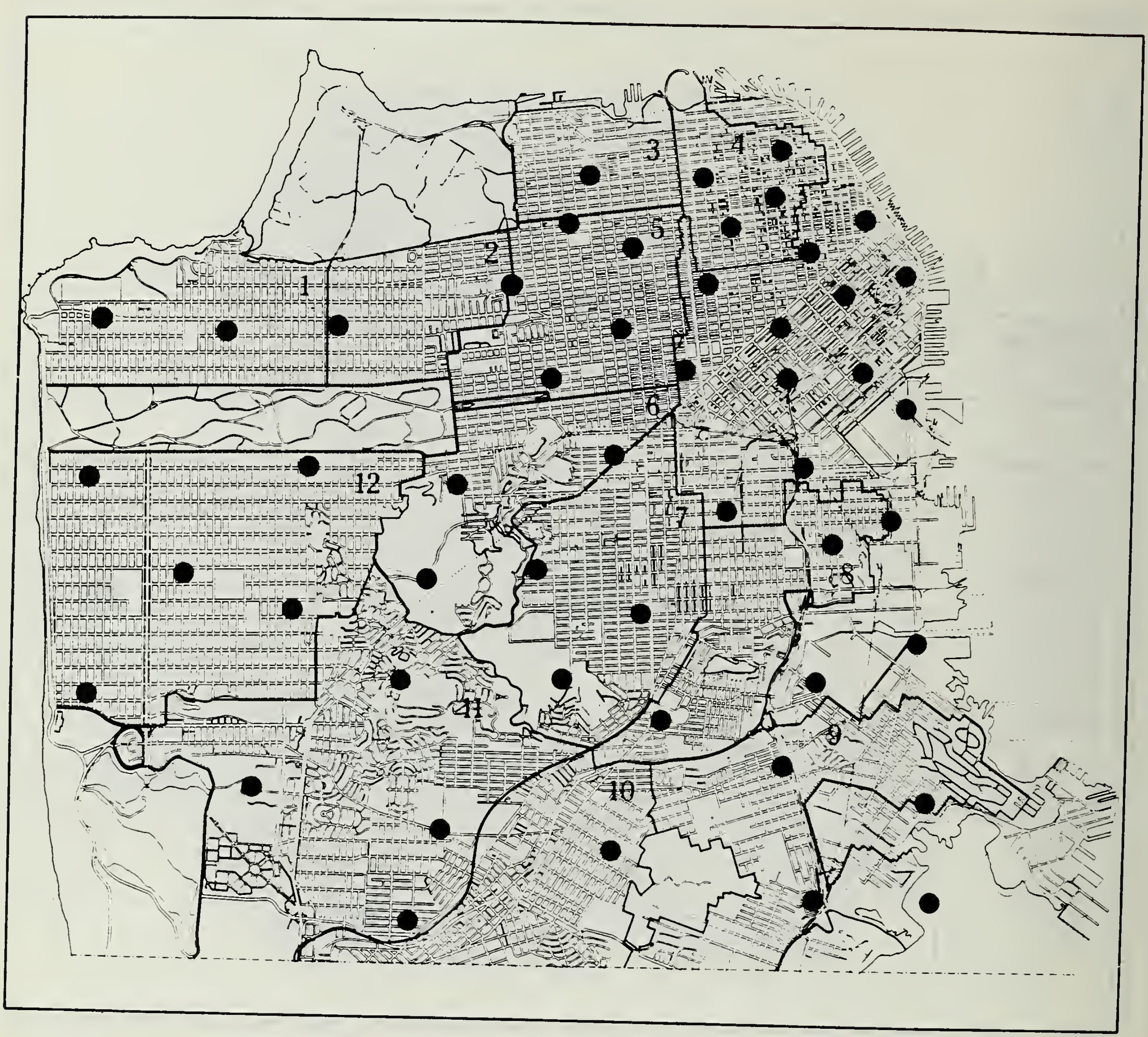
○ Interim District Public Health Center

3 Community And Working Area Boundary


3
4
5
2
1
6
7
12
8
11
9
10
COUNTY LINE

LIBRARY LOCATION PLAN

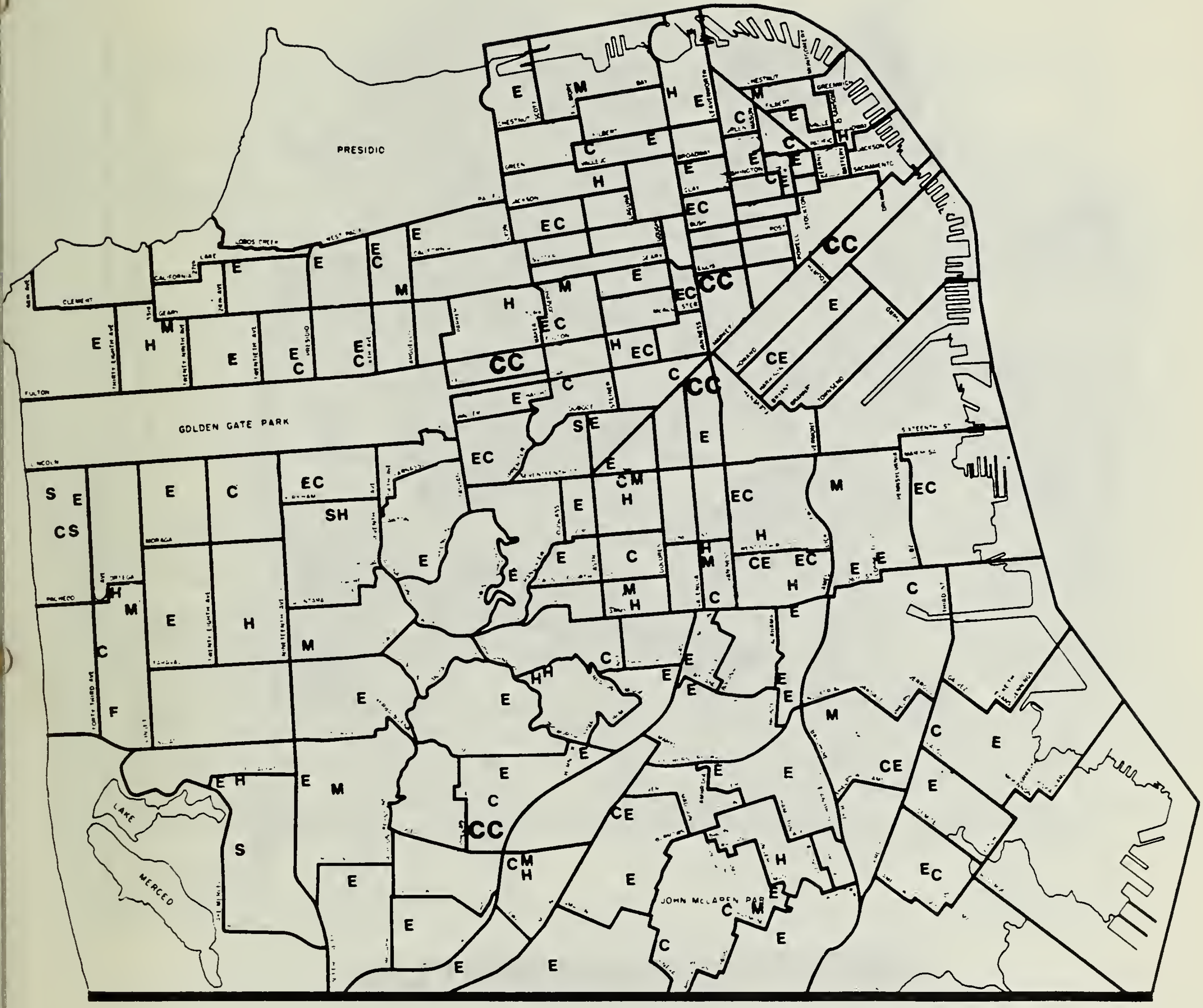
- ● Main Library
- ● Large Branch
- ▲ Small Branch
- △ Interim Branch
- 3 Community Boundary


1
2
3
4
5
6
7
8
9
10
11
12

FIREHOSE LOCATION PLAN

● Firehouse Location

2 Community Boundary

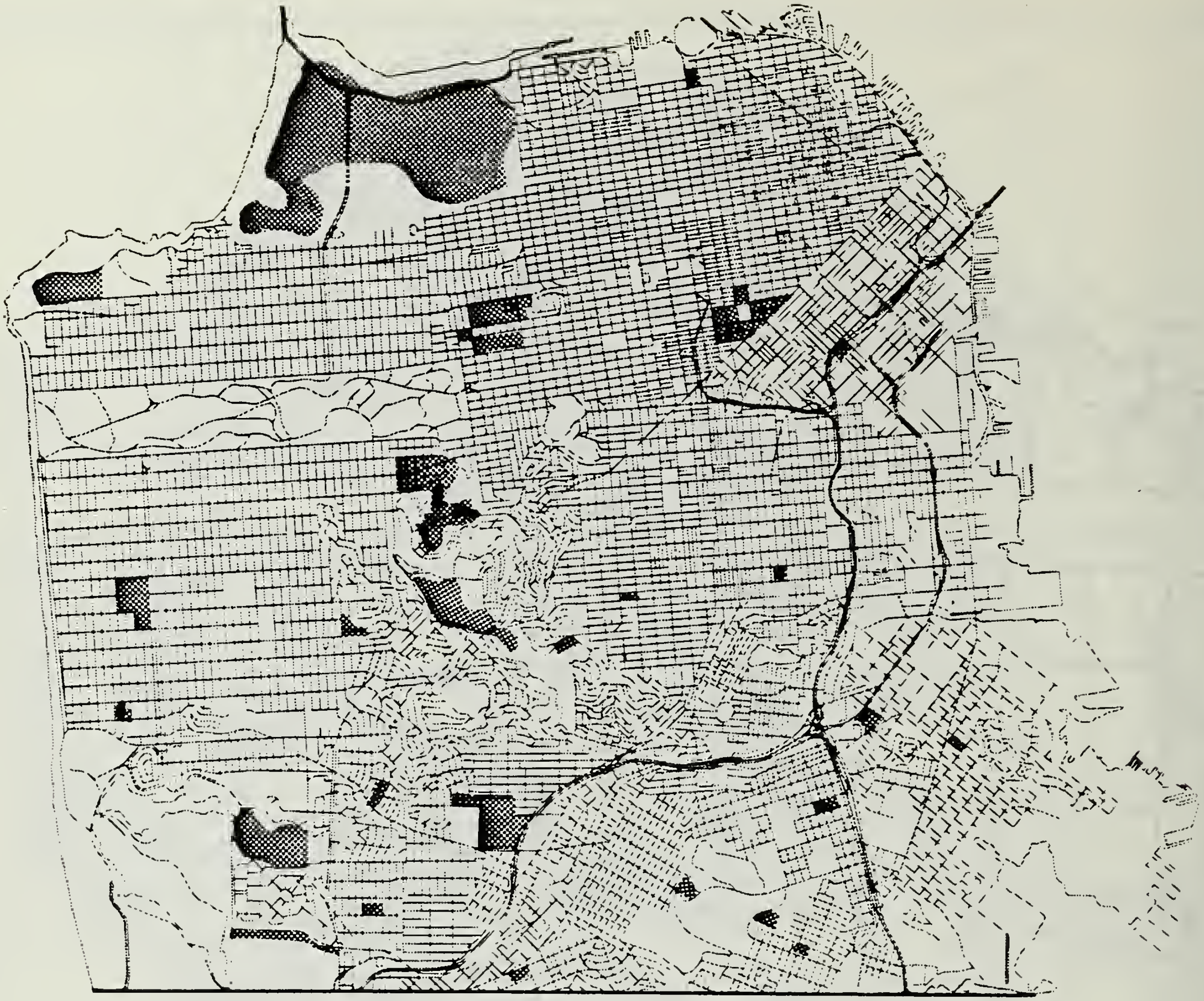

PRESIDIO
GOLDEN GATE PARK
LAKE MERCED
JOHN McLAREN PARK

PUBLIC SCHOOL FACILITIES PLAN

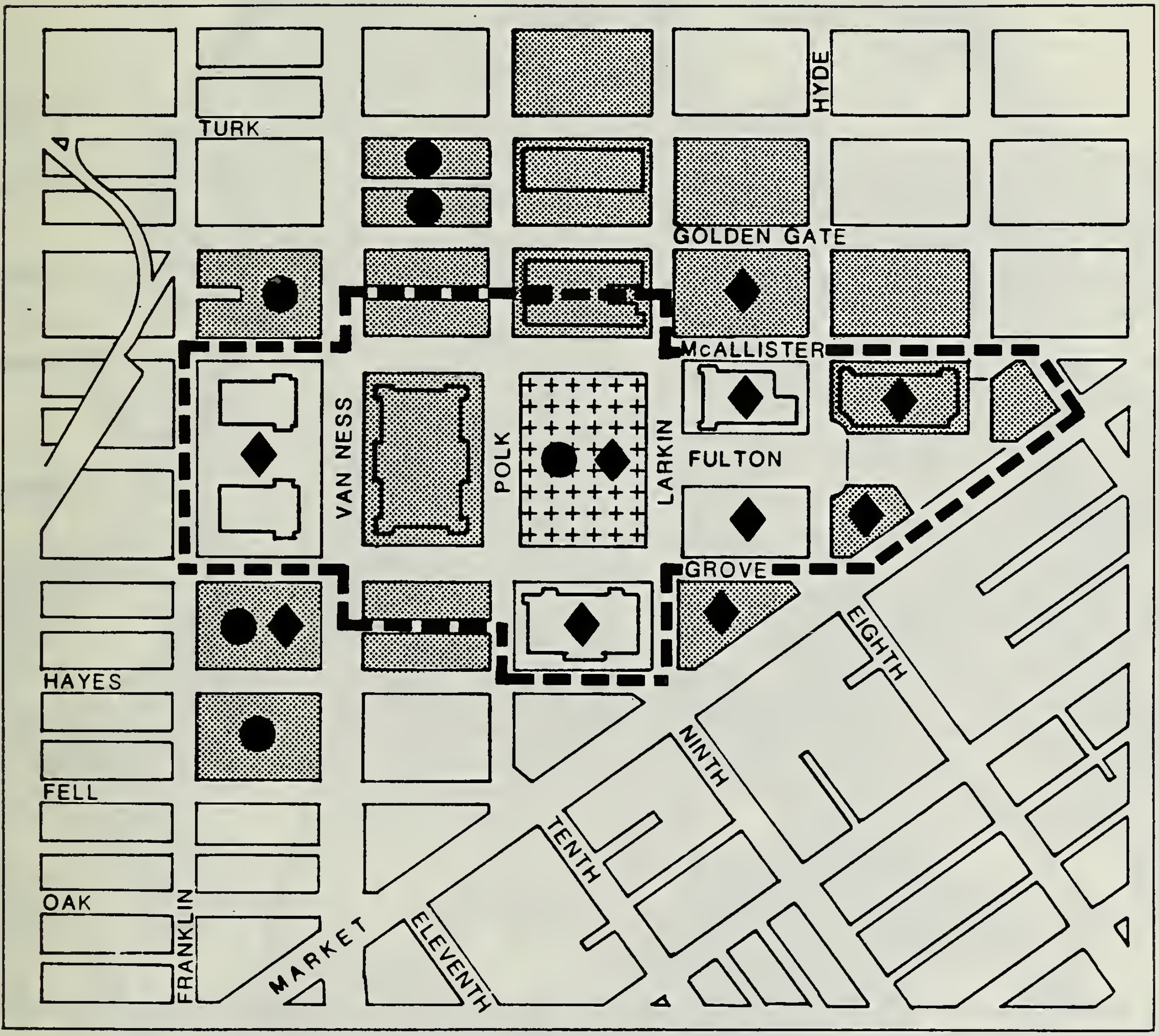
C	CHILDREN'S CENTER	M	MIDDLE SCHOOLS
S	SPECIAL SCHOOLS	H	HIGH SCHOOLS
E	ELEMENTARY SCHOOLS	CC	CITY COLLEGE

Note: Boundary Lines are Census Tracts

Source: The Community Facilities Element



INSTITUTIONAL USES PLAN


TURK
HYDE
GOLDEN GATE
McALLISTER
VAN NESS
POLK
LARKIN
FULTON
GROVE
HAYES
FELL
OAK
FRANKLIN
MARKET
EIGHTH
NINTH
TENTH
ELEVENTH

Civic Center

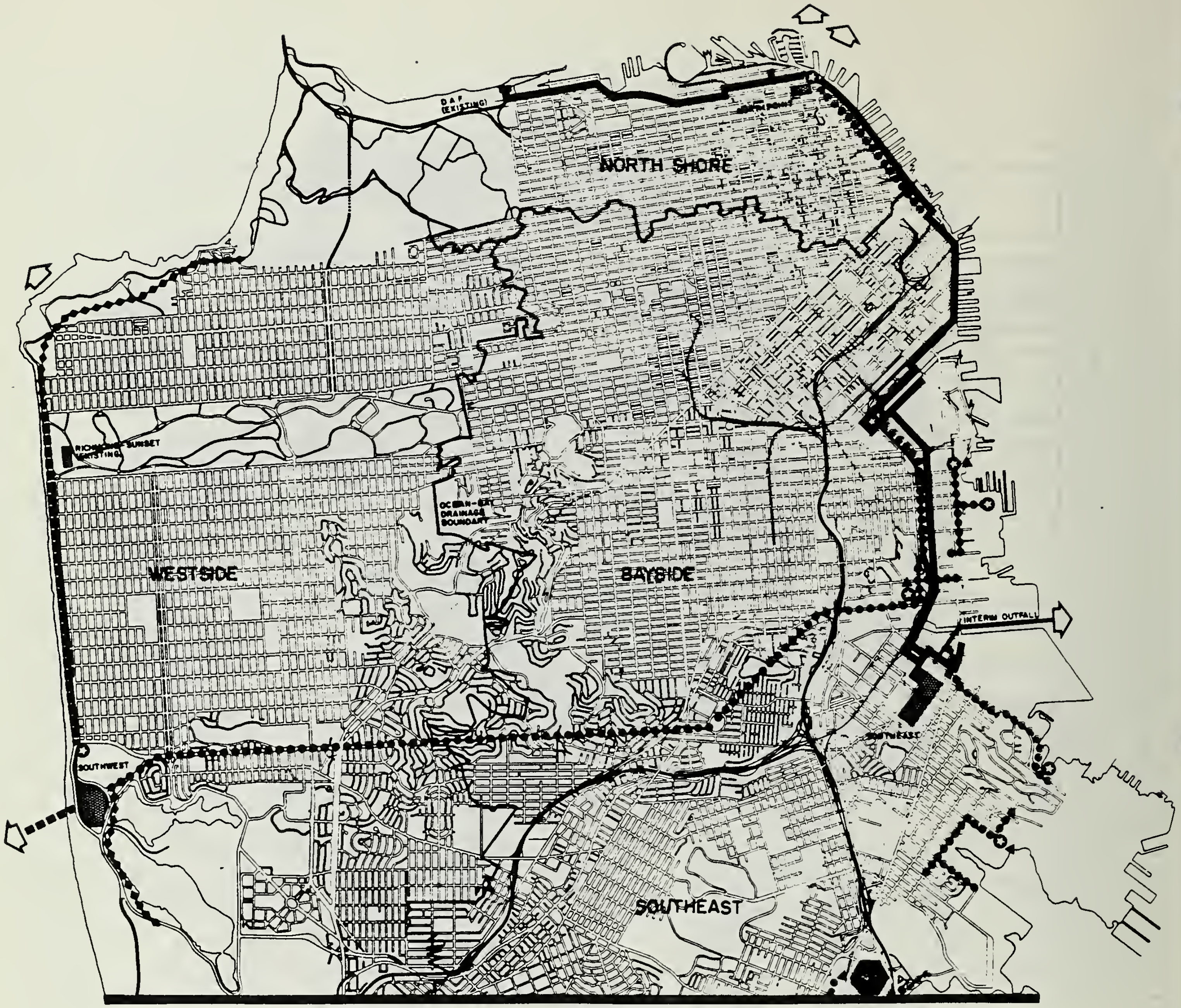
▬ ▬ ▬ **Core Area**

▨ **Administrative**

◆ **Entertainment - Culture**

+++++ **Open Space**

● **Parking**


D.A.F. (EXISTING)
NORTH SHORE
RICHMOND-SUNSET (EXISTING)
OCEAN-BAY DRAINAGE BOUNDARY
WESTSIDE
BAYSIDE
INTERIM OUTFALL
SOUTHWEST
SOUTHEAST
SOUTHEAST

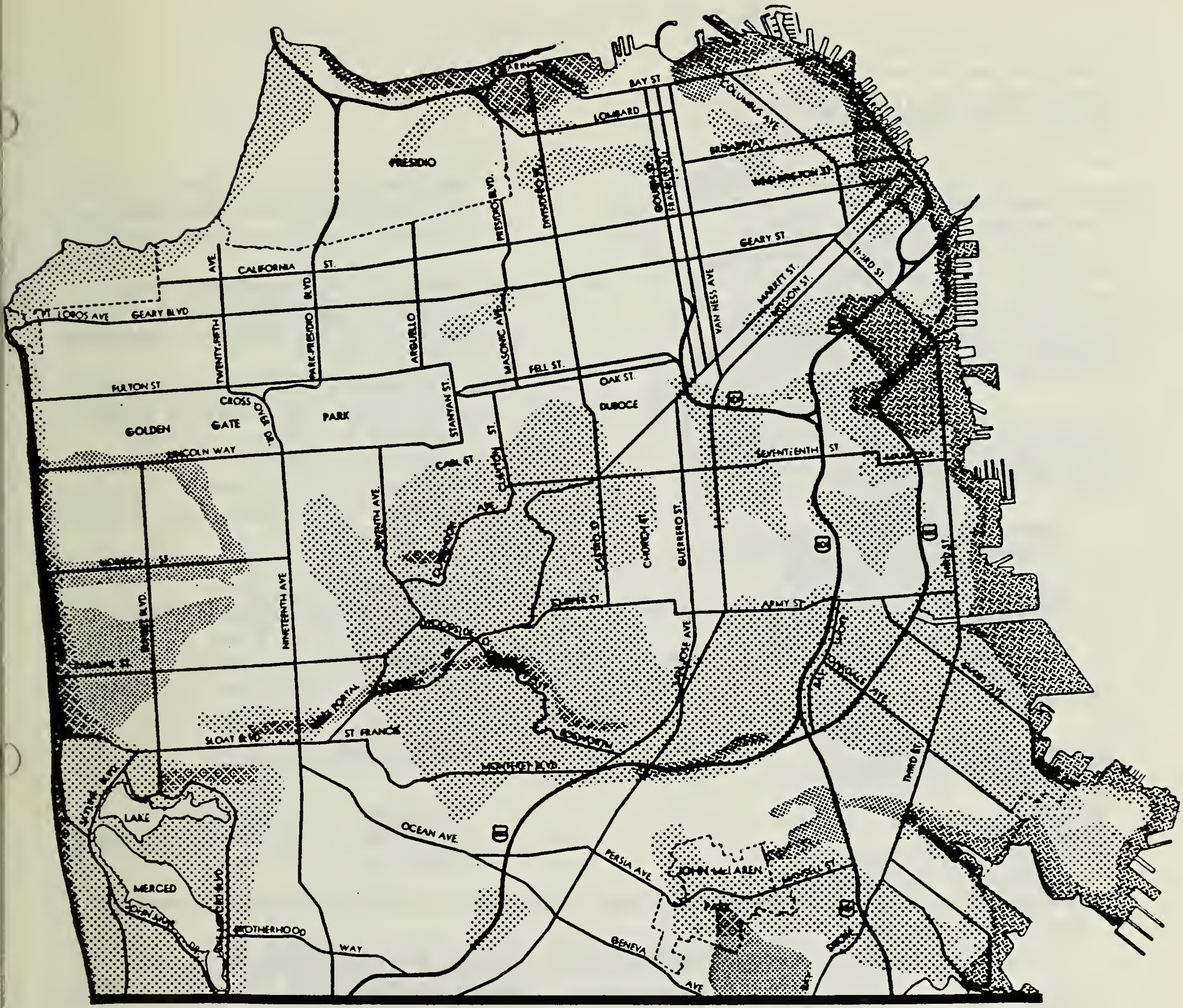
WASTEWATER AND SOLID WASTE FACILITIES MASTER PLAN

◆◆◆◆ RICHMOND AND LAKE MERCED TRANSPORTS.
⊙ PUMP STATION.
⇧ OUTFALL.
▬ WATER POLLUTION CONTROL PLANT.
⬢ SOLID WASTE FACILITY

▬ BAYSIDE CORE SYSTEM.
■■■■ WESTSIDE CORE SYSTEM.*
●●●●● REMAINING BAYSIDE SYSTEM.
●●●● CROSSTOWN TRANSPORT.*
▲ RETENTION BASIN

*LONG RANGE FUNDING PROJECTIONS FOR BEYOND 1985.

Sources:
San Francisco Clean Water Program February 1982
San Francisco County Solid Waste Management Plan July 1983
The Community Facilities Element


PRESIDIO
BAY ST
LOMBARD
COLUMBUS AVE
BROADWAY
WASHINGTON ST
GOUGH ST
FRANKLIN ST
PRESIDIO BLVD
DIVISADERO ST
GEARY ST
CALIFORNIA ST
AVE
PT LOBOS AVE
GEARY BLVD
TWENTY-FIFTH
PARK PRESIDIO BLVD
ARGUELLO
MASONIC AVE
VAN NESS AVE
MARKET ST
MISSION ST
THIRD ST
FELL ST
OAK ST
DUBOCE
FULTON ST
CROSS
OVER
DR
GOLDEN
GATE
PARK
STANYAN ST
LINCOLN WAY
SEVENTEENTH ST
CARL ST
CLAYTON ST
SEVENTH AVE
CASTRO ST
CHURCH ST
GUERRERO ST
NINETEENTH AVE
ARMY ST
THIRD ST
SUNSET BLVD
SLOAT BLVD
ST FRANCIS
MONTEREY BLVD
SAN JOSE AVE
OAKDALE AVE
LAKE
MERCED
SKYLINE BLVD
OCEAN AVE
BROTHERHOOD
WAY
PERSIA AVE
JOHN McLAREN
PARK
GENEVA
AVE
THIRD ST

SPECIAL GEOLOGIC STUDY AREAS

▩ **Potential Inundation Hazards**

░ **Potential Ground Failure Hazards**

▦ **Potential For Both Ground Failure And Inundation Hazards**

Source: The Community Safety Element

POPULATION DENSITY AND BUILDING INTENSITY STANDARDS

A land use element is required by the Government Code to include the "population density and building intensity standards for various districts." This required material is contained in the Residence, Commerce and Industry, and Urban Design Elements and the various Area Plans as indicated below.

Population Density and Building Intensity Policies/Standards from Other Parts of the Master Plan

Commerce and Industry Element
(Citywide Objectives), Objective 1, Policies 2 and 4[a]
(Neighborhood Commercial) Objective 8[b], Policies 1-3, 6 and 7
(Government, Health and Education Services)
Objective 9[c], Policy 2

Residence Element
Objective 2, Policies 1-4

Downtown Plan
Space for Commercie
Objective 2, Policy 2
Objective 6, Policy 1
Preserving the Past
Objective 1, Policy 1 and 3

Urban Form
Objective 1, Policies 1, 2 and 4
Objective 2, Policies 1 and 2
Objective 3, Policies 5 and 6
Objective 4, Policies 1 and 2

Western Shoreline Plan
Richmond and Sunset Residential Neighborhoods Objective, Policy 1

Northeastern Waterfront Plan
Urban Design Objective, Policy 26
Base of Telegraph Hill, Objective 3, Policy 4
Objective 5, Policies 1 and 2
East Street Row (housing alternative to office) Policy
Block 3741, Policy 1 (housing alternative to hotel)
Residential Neighborhood, Policies 1 and 2

South Bayshore Plan
Residence Policies and Plan Proposals 3, 5, 6 and 7
Subarea Plan for San Francisco Executive Park Objective, Policy 1

Rincon Hill
Urban Design Policies

Chinatown
Objective 1, Policies 1, 2 and 4
Objective 2, Policy 2

Population Density and Building Intensity Maps from Other Parts of the Master Plan

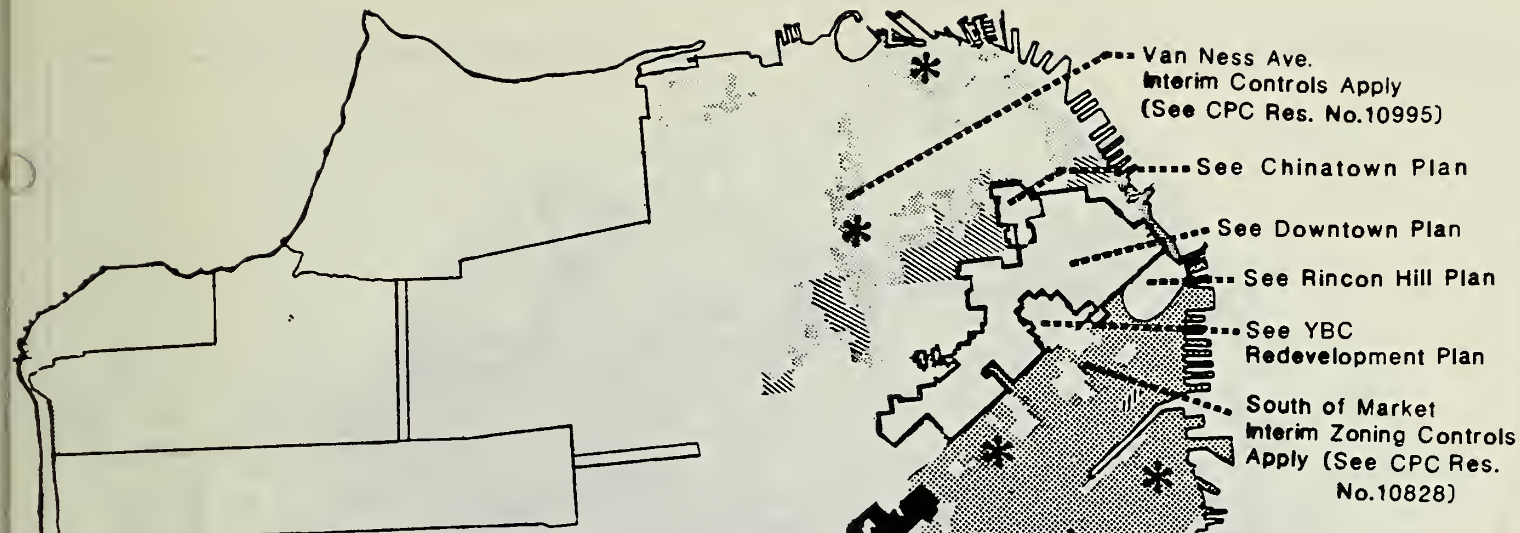
The following maps indicate the population densities and building intensities for the areas they cover:

---

[a] This is a proposed new policy included in the accompanying package of amendments

[b] This is an NCRS Objective recently adopted as #8, but will be renumbered to Objective 6 when the Master Plan is reprinted as a result of recent amendments.

[c] Currently Objective #9, but it will be renumbered to Objective 7 when the Master Plan is reprinted


Van Ness Ave. Interim Controls Apply (See CPC Res. No.10995)
See Chinatown Plan
See Downtown Plan
See Rincon Hill Plan
See YBC Redevelopment Plan
South of Market Interim Zoning Controls Apply (See CPC Res. No.10828)
*

GENERALIZED COMMERCIAL AND INDUSTRIAL DENSITY PLAN

(Excludes Neighborhood Commercial And Downtown Areas)

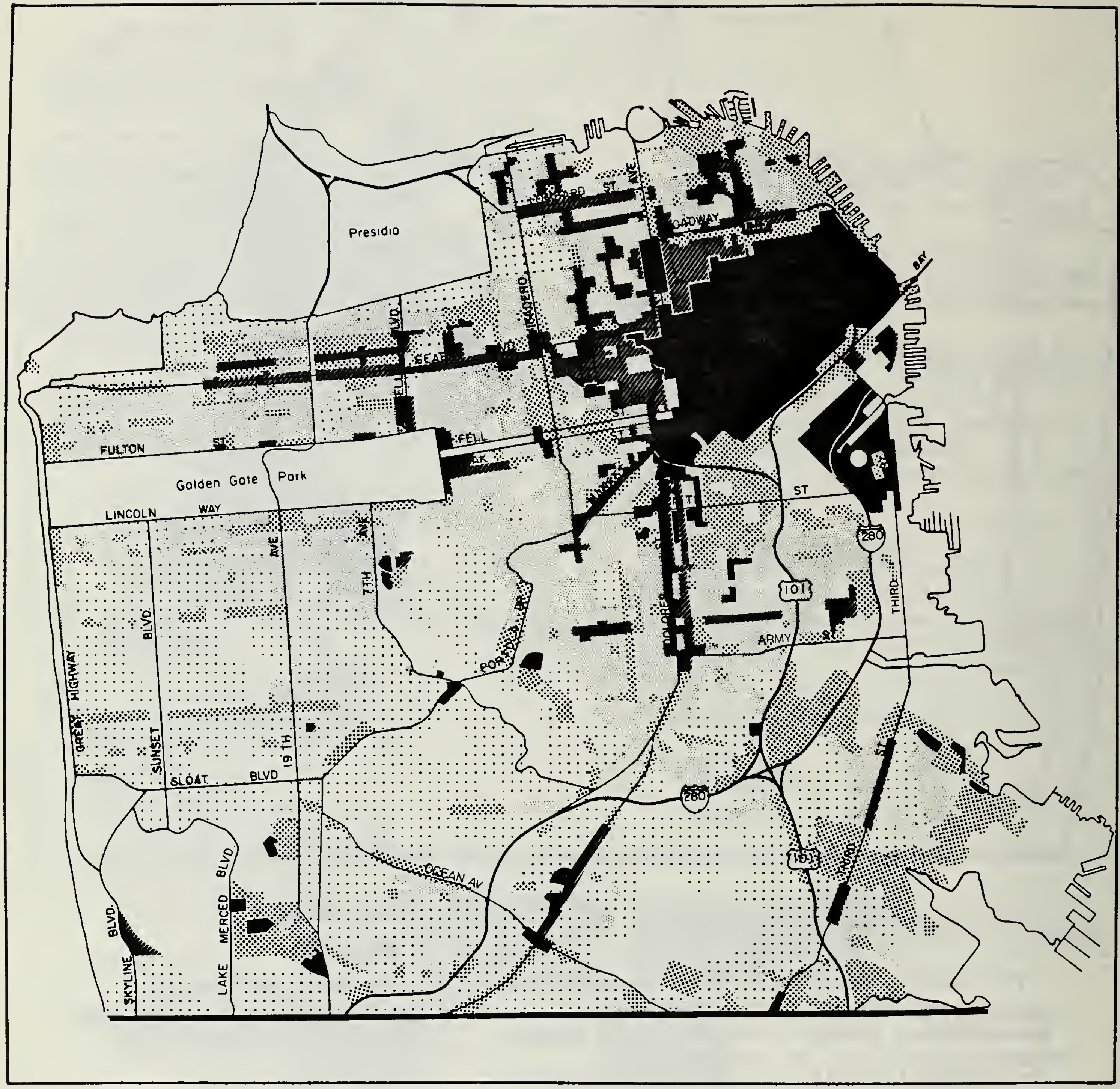
DENSITY IN COMMERCIAL AREAS (Including Residential Uses)	**DENSITY IN INDUSTRIAL AREAS (Including Residential Uses)**	**DENSITY IN RESIDENTIAL AND RESIDENTIAL/COMMERCIAL (Excluding Residential Uses)**
■ MEDIUM (5 : 1 FAR)	▒ MEDIUM (5 : 1 FAR)	▨ MEDIUM (4.8 : 1 FAR)
		░ MODERATELY LOW (3.6 : 1 FAR)
		□ LOW (2.0 : 1 FAR or less)

NOTE

In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential-Commercial and Neighborhood Commercial districts FAR limits apply to non residential uses and dwelling unit limits apply to residential uses. See map in Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.

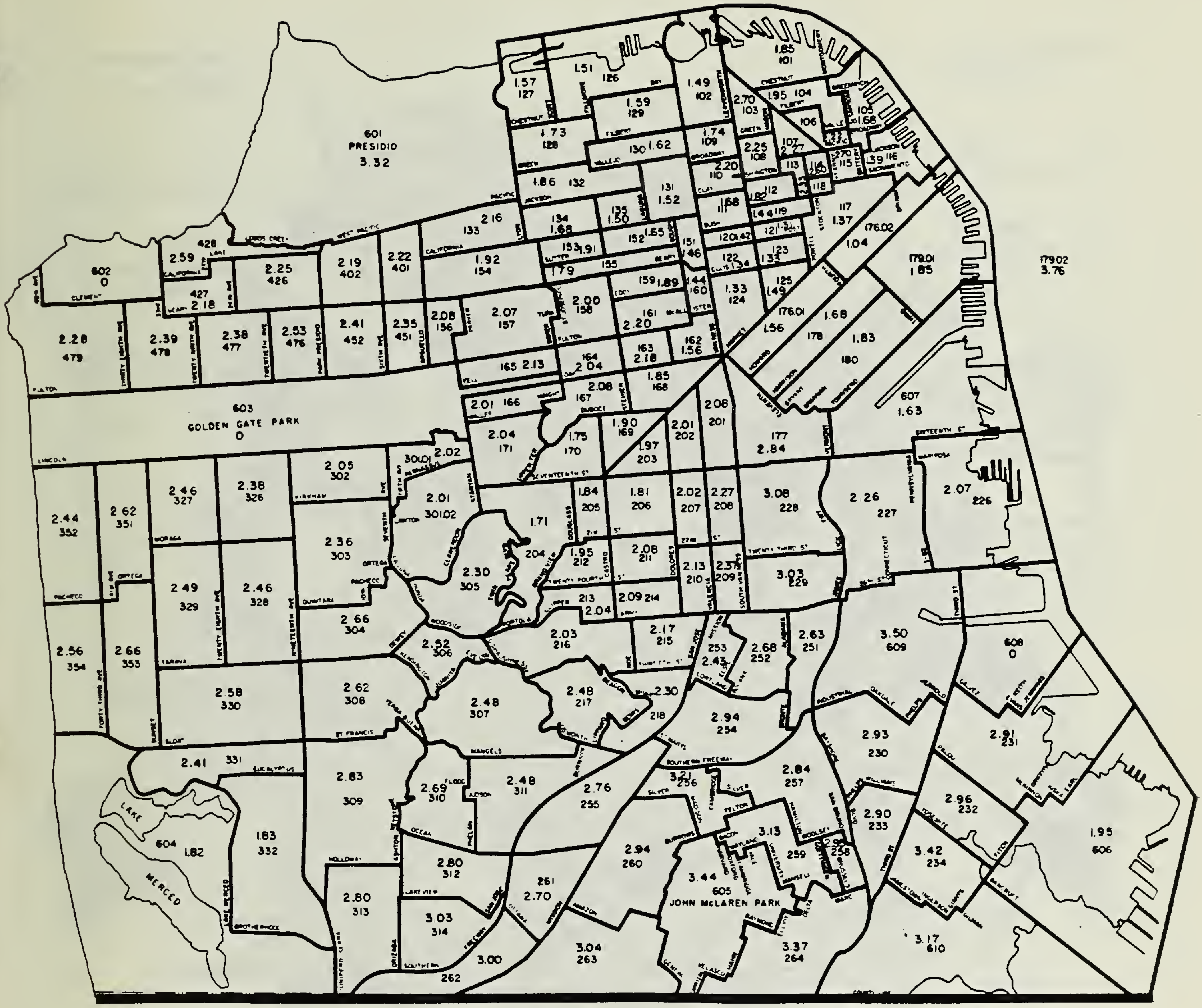
* Areas Under Planning Study.
Mapped Densities Are From The Planning Code.

Source: The Commerce and Industry Element.


Presidio
Golden Gate Park
FULTON ST
LINCOLN WAY
FELL
OAK
GEARY BLVD
BROADWAY
DIVISADERO
GREAT HIGHWAY
SUNSET BLVD
19TH AVE
7TH AVE
SLOAT BLVD
SKYLINE BLVD
LAKE MERCED BLVD
OCEAN AV
PORTOLA DR
DOLORES
ARMY ST
THIRD ST
BAY
101
280

RESIDENCE ELEMENT MAP B: RESIDENTIAL DENSITY

⁚⁚⁚	**LOW DENSITY** Average 14 units per acre	▨	**MODERATELY HIGH DENSITY** Average 91 units per acre
░	**MODERATELY LOW DENSITY** Average 36 units per acre	■	**HIGH DENSITY** Average 283 units per acre
▒	**MEDIUM DENSITY** Average 54 units per acre	□	**PUBLIC AND HEAVY INDUSTRIAL AREAS**
○	**AREAS PROPOSED FOR REZONING** See Map A (Appropriate densities will be determined in the rezoning studies.)		

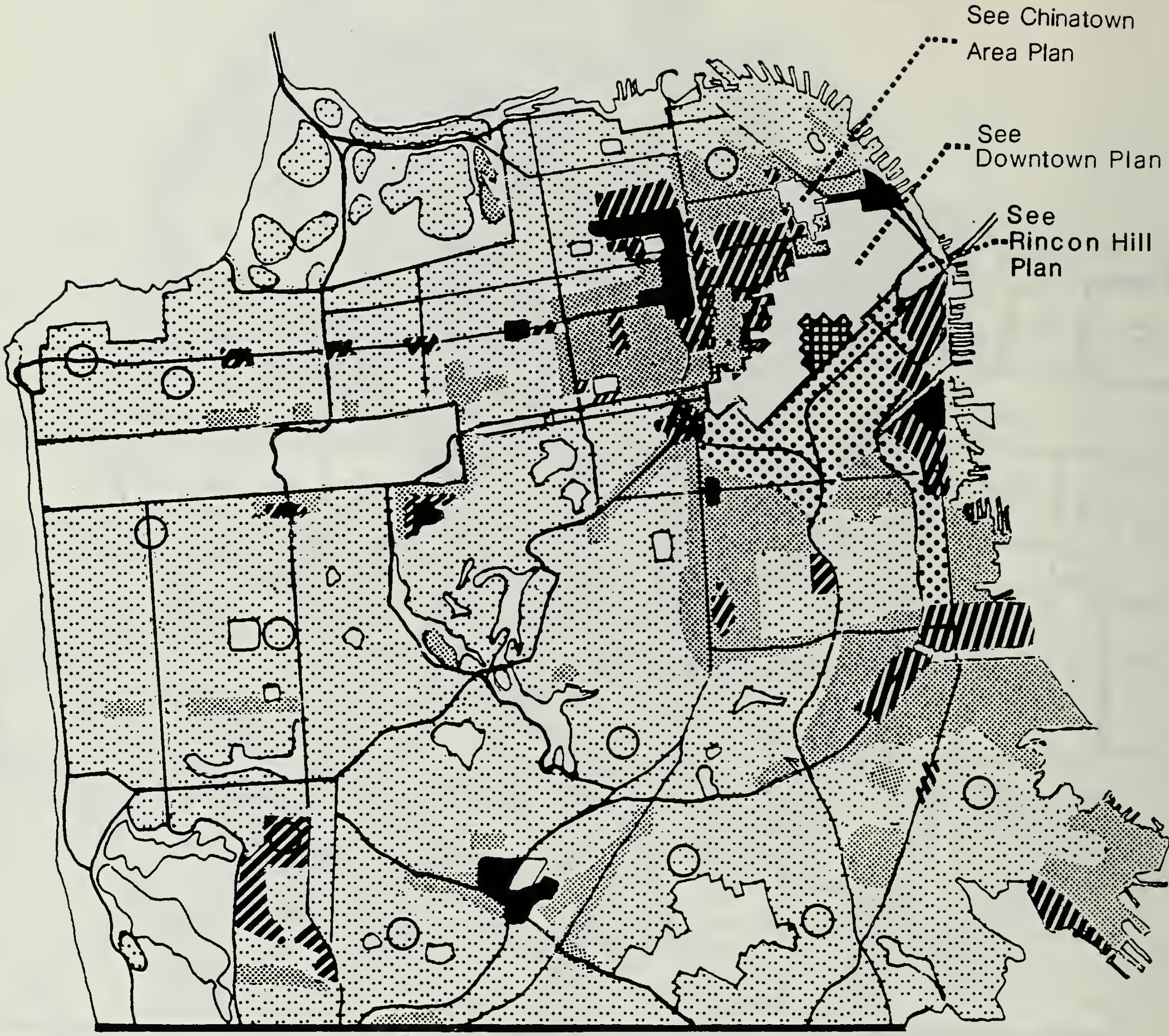


1980 CENSUS

HOUSING

Mean Number of Persons per Unit

Source: The Residence Element


See Chinatown Area Plan
See Downtown Plan
See Rincon Hill Plan

URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

░ 0-40 ft

▒ 41-88 ft

▨ 89-160 ft

■ 161-240 ft

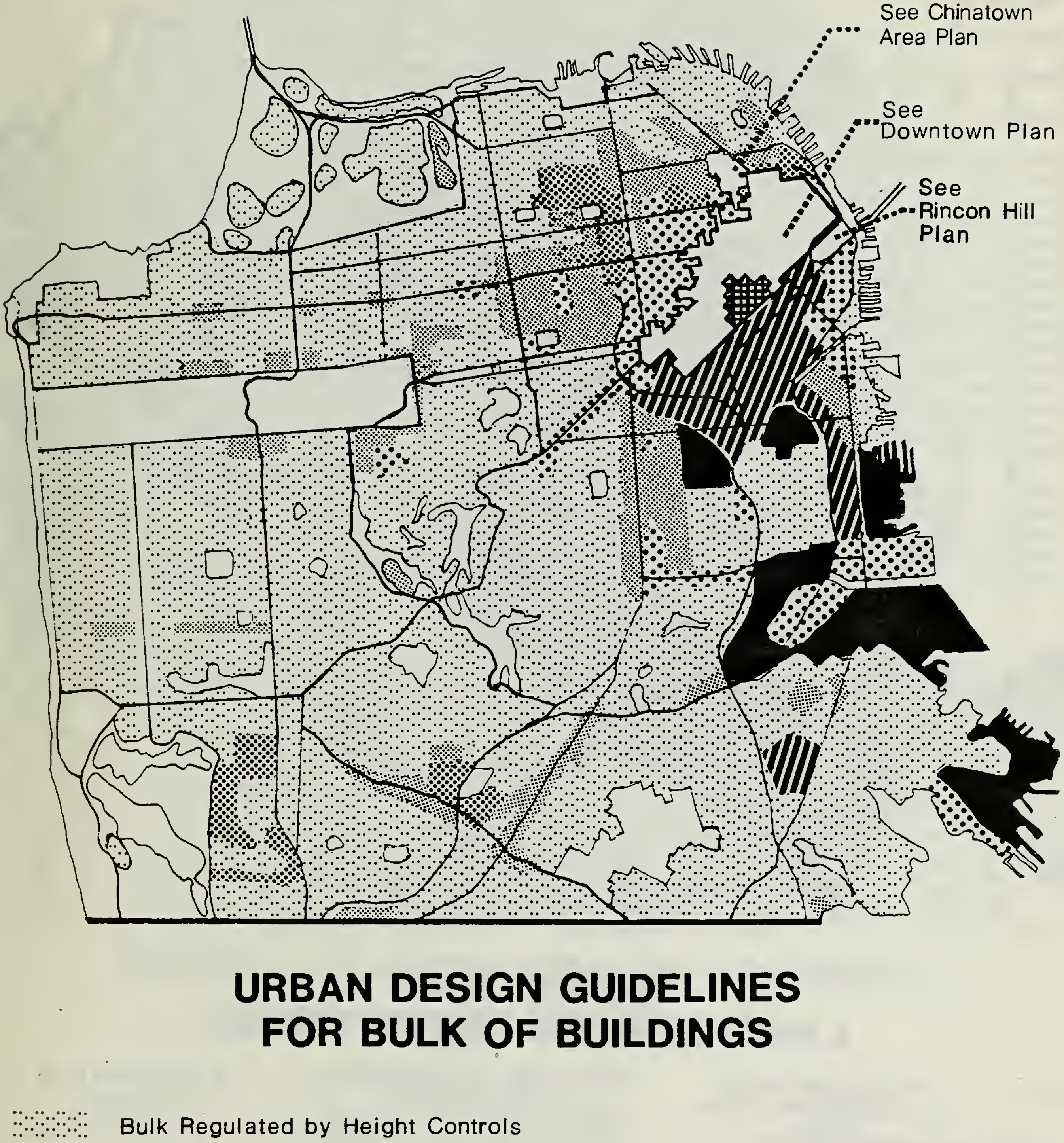
▩ 241-400 ft

☐ **OPEN SPACE** Any Development Subject to Review

⁘ **MAXIMUM HEIGHT** Elevation of Freeway

○ **POINT TOWERS IN VICINITY**

Source: Urban Design Element

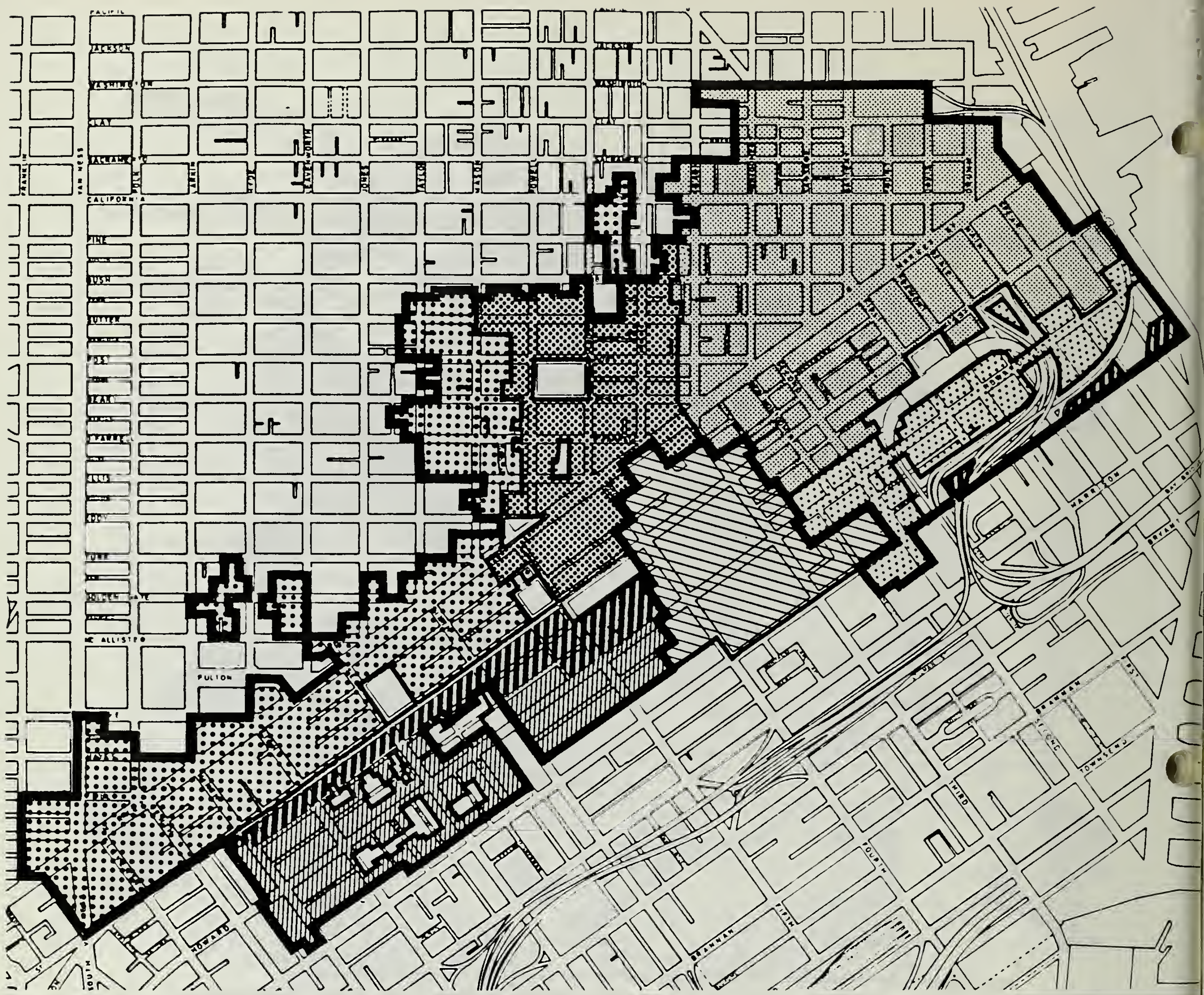

See Chinatown Area Plan
See Downtown Plan
See Rincon Hill Plan

URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

	Guidelines Apply Above Height of	Guidelines for Maximum Plan Dimension	Guideline for Maximum Diagonal Plan Dimension
⁘	Bulk Regulated by Height Controls		
░	40 ft	110 ft	125 ft
⁙	80 ft	110 ft	125 ft
▒	40 ft●	110 ft●	140 ft●
▨	40 ft	250 ft	300 ft
■	60 ft	250 ft	300 ft
▩	150 ft	250 ft	300 ft
☐	**OPEN SPACE:** Any Development Subject to Review		

●Also Applies to Point Towers Where Designated in Urban Design Guidelines for Height of Buildings

Source: Urban Design Element

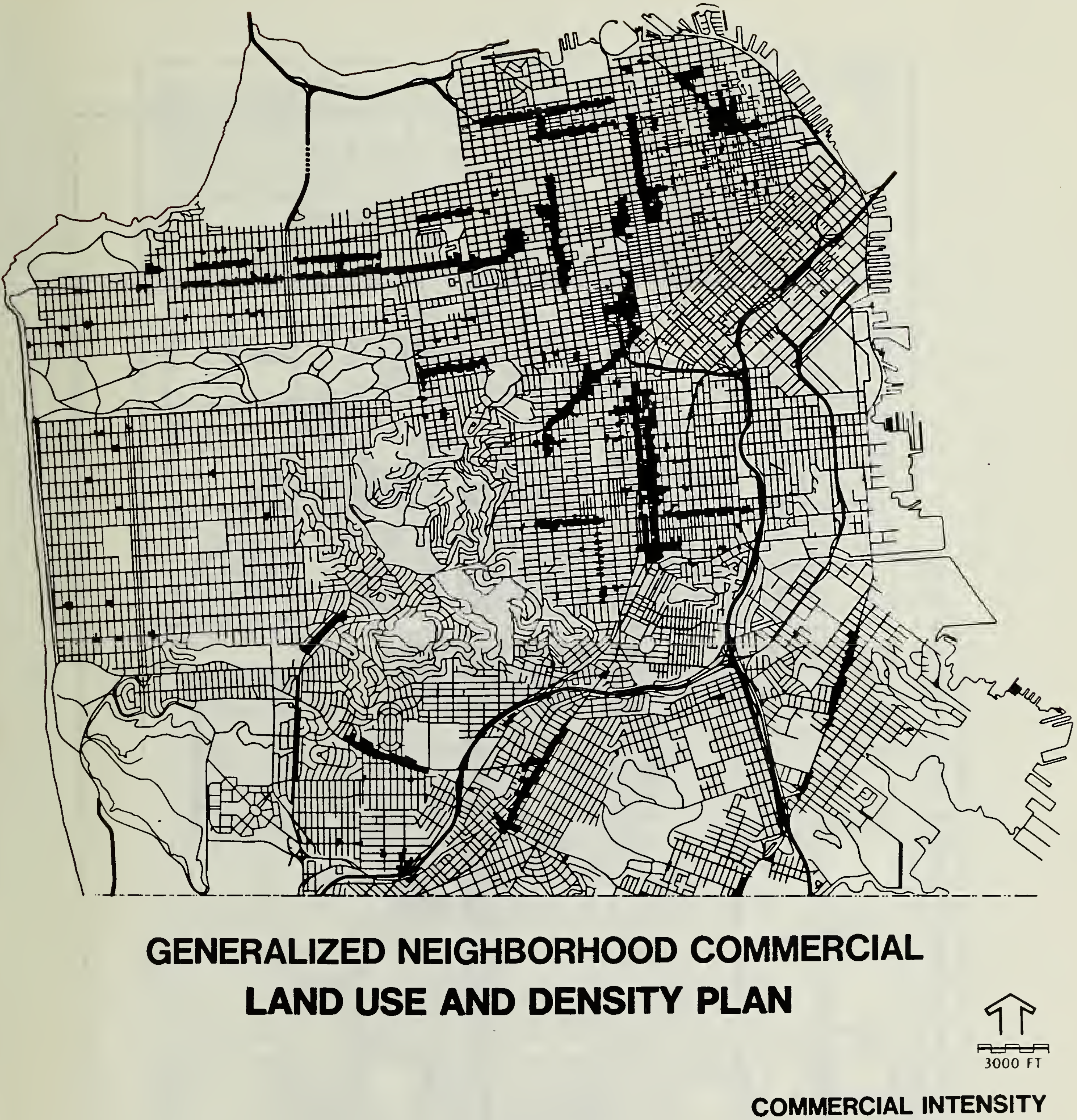

PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
SUTTER
POST
GEARY
O'FARRELL
EDDY
GOLDEN GATE
McALLISTER
FULTON
FRANKLIN
VAN NESS
POLK
LARKIN
LEAVENWORTH
JONES
TAYLOR
MASON
HOWARD
HARRISON
BRYANT
BRANNAN
TOWNSEND
THIRD
FOURTH
FIFTH

DOWNTOWN
LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY Density*	Height	APPROPRIATE ZONING DISTRICT
░	Downtown Office	FAR 9:1		C-3-O
⋯	Downtown Office	6:1		C-3-O (SD)
▒	Downton Retail	6:1		C-3-R
⁙	Downtown General Commercial	6:1		C-3-G
▨	Downtown Service	5:1		C-3-S
▧	Downtown Service, Industrial, Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
╲╲╲	Mixed Use	See Yerba Buena Center Redevelopment Plan		

* Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O(SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

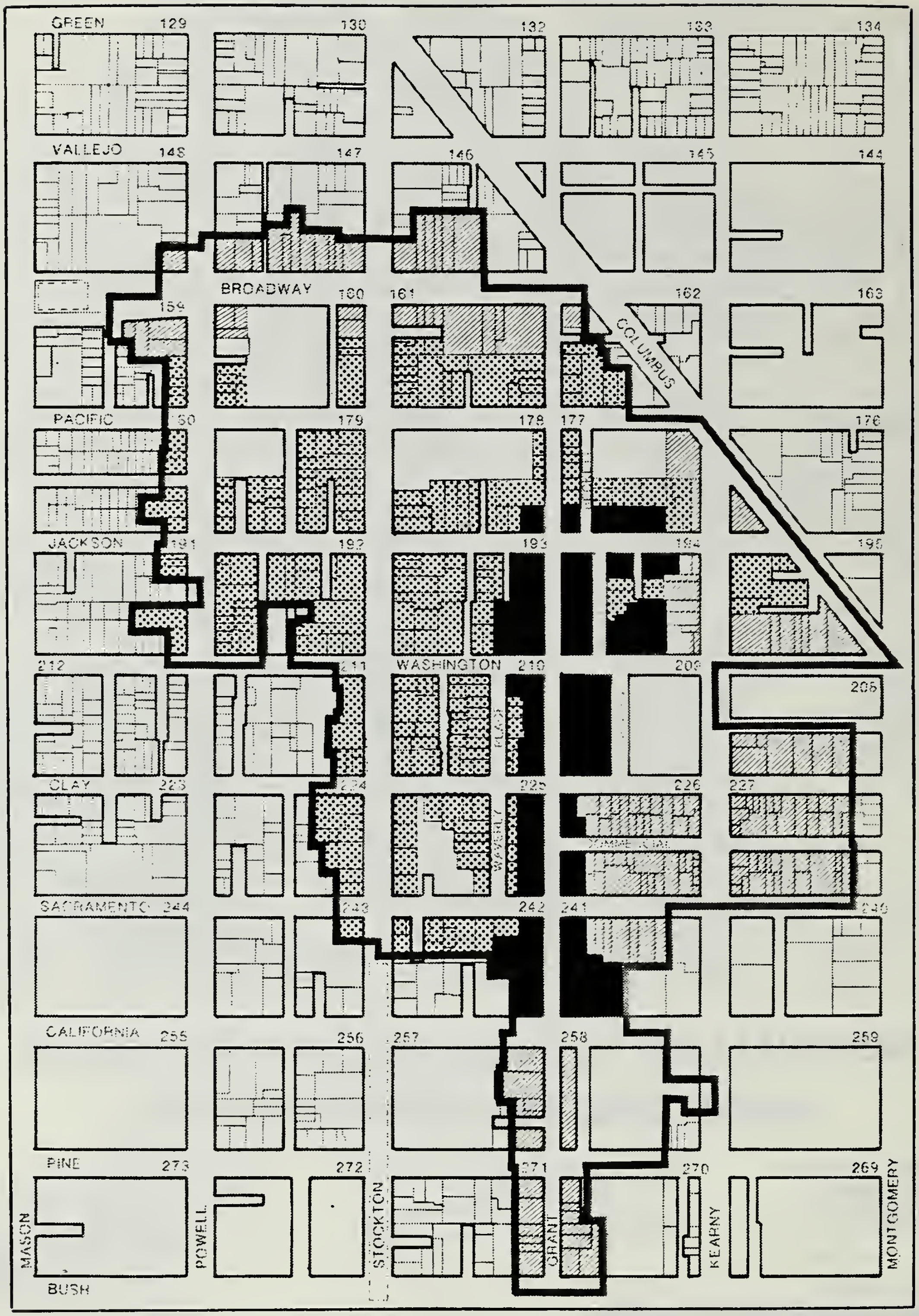
Source: The Downtown Plan



GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

3000 FT

		COMMERCIAL INTENSITY (Stories)
▬	NEIGHBORHOOD CLUSTER	1
▮	SMALL SCALE NEIGHBORHOOD DISTRICT	1 - 2
▬	MODERATE SCALE NEIGHBORHOOD DISTRICT	1 - 4
	NEIGHBORHOOD SHOPPING CENTER	1 - 4
▬	INDIVIDUAL NEIGHBORHOOD DISTRICT	1 - 4


GREEN
VALLEJO
BROADWAY
PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
COLUMBUS
COMMERCIAL
WAVERLY
ROSS
129
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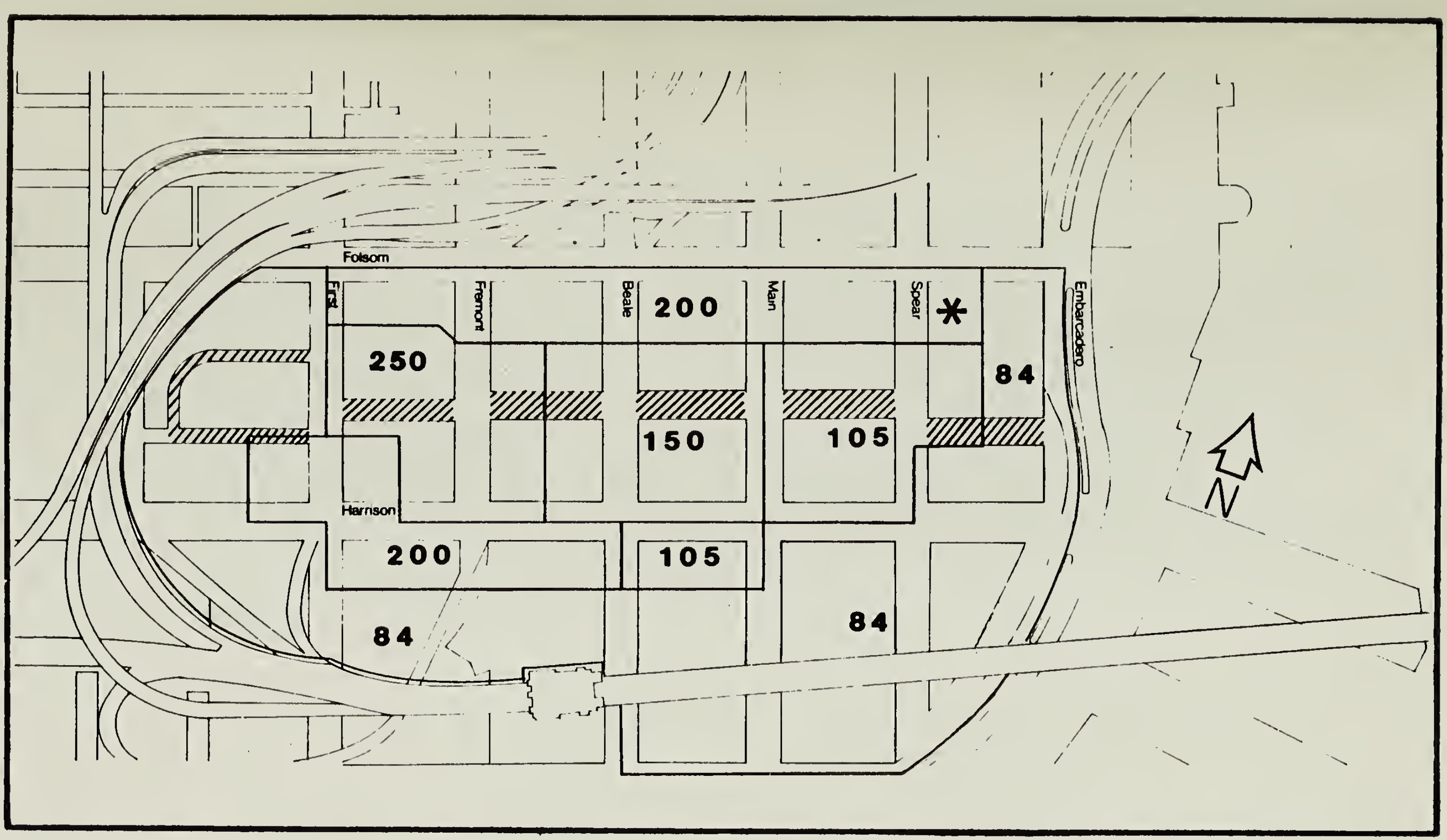
CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1:1	CRNC
▨	Chinatown Community Business	2.8:1	CCB
■	Chinatown Vistor Retail	2:1	CVR


Folsom
First
Fremont
Beale
Main
Spear
Embarcadero
Harrison
250
200
150
105
84
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200
105
84
84
N

MAP 7: HEIGHT LIMITS

▨ PEDESTRIAN STREET (SEE MAP 9, PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES)

*Note:

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.